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ABSTRACT

The California School-to-Career Plan, developed by the state Governor's office with funding from the federal School-to-Work Opportunities Act of 1994, outlines a system of workforce development emphasizing partnerships between schools and business and the integration of academic and vocational education. The Plan has several implications, however, for the state's community colleges, including the following: (1) the $1.3 billion in federal workforce training funds currently received by California may be redirected from the community colleges to School-to-Career programs; (2) the colleges will be required to enter into partnerships with business, labor, and other educational segments to implement the plan; (3) business is given an important role in developing curricula, which may abridge faculty rights; (4) while the plan authorizes waivers of state and federal laws and regulations that hinder implementation, colleges should be vigilant to ensure that waivers are not abused; (5) community college faculty should be involved in planning the role of the state's public four-year institutions; and (6) colleges should be aware of the effect of the Plan's career pathways and state-mandated certificates on students entering directly from high school or those reentering as adult learners. Appendixes include federal School-to-Work fact sheets, a table of governance structures and performance standards mandated by existing federal legislation, the California School-to-Career Plan, and a draft of an implementation plan and grant application for federal funding for the School-to-Career Plan. (TGI)

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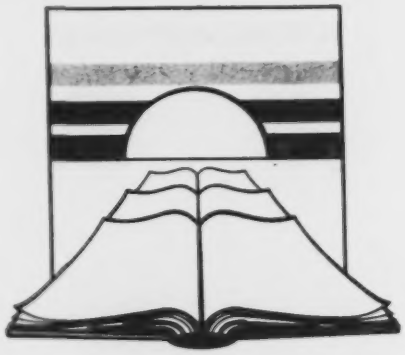
THE GOVERNOR'S SCHOOL TO CAREER PLAN

A RESPONSE BY
THE ACADEMIC SENATE FOR CALIFORNIA COMMUNITY COLLEGES



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THE GOVERNOR'S SCHOOL TO CAREER PLAN

A RESPONSE BY
THE ACADEMIC SENATE FOR CALIFORNIA COMMUNITY COLLEGES

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ABSTRACT

The California School-to-Career Plan was developed with funding under the federal School-to-Work Opportunities Act of 1994. Under this Act local regional partnerships will develop their own plans to carry out the mandates of the School-to-Career state plan.

As local plans are being developed, based on the broad principles in the state plan, it is important that local academic senates 1) be knowledgeable about the general School-to-Career plan, 2) take part (through the state Academic Senate) in directing state policies which will be developed by a California School-to-Career Advisory Council and its committees, and 3) be involved in the implementation policies on the local level.

In order to help local senates reach these goals, the Academic Senate presents here an analysis, with recommendations to local senates, based on the California School-to-Career Plan which has been developed over the past year by a Governor-appointed Task Force. Local senates should be aware that, as it is implemented, School-to-Career provisions could have a profound effect on community colleges, including the following:

1. California currently receives approximately $1.3 billion in federal workforce training funds. These funds may be redirected to be administered by the School-to-Career programs.
2. The School-to-Career plan requires community colleges to enter into partnerships with business, labor, and other educational segments to carry out the plan.
3. The plan envisions a curriculum that integrates academic and vocational subjects for **all students**. While the plan sees business as an important part of the entire plan, it is given a particularly important role in development of the new curriculum. In the past, in some contract education agreements, we have seen Title 5 curriculum provisions described as "barriers" to creating business-appropriate courses. Faculty must not let their primacy rights to develop curriculum be abridged.
4. The School-to-Career plan authorizes waivers of state and federal laws and regulations that could be seen as barriers to implementation. We need to be aware of this provision so that waivers are not abused. We hope that AB 1725 is not seen as an impediment, for example, to implementation of the plan! Other concerns involve privacy act provisions, waivers of labor-related laws, elimination of the Education Code and Title 5 curriculum regulations.
5. The role of California's four-year public institutions in the implementation of the plan also needs input and involvement of community college faculty. Since we are concerned about transfer and articulation, we should participate in planning the implementation plan for transfer and articulation between the three educational systems.
6. The Plan envisions a system of career pathways and state mandated certificates. We must be concerned about how this system impacts our students as they enter from high school or re-enter as adult learners and as they transfer to four-year colleges.

The Academic Senate for California Community Colleges sees some important benefits from the plan's implementation, but we feel also that local senates must be aware of the broad implications for community colleges in the plan's implementation To help inform faculty to begin a dialog about the plan is the purpose of this paper.

INTRODUCTION

The California Community College system has been involved in workforce training from its inception. One of the three major charges to community colleges in the California Master Plan for Higher Education is to provide vocational education to the citizens of California. Therefore, it is appropriate to propose that the faculty of community colleges should play a major role in California's plans for complying with the requirements of federal workforce training legislation. However, this has not been the case. This paper is intended to serve both as a wake up call to the faculty and as notice to the state's workforce planners that the faculty of the California Community Colleges are the expert practitioners in the field they are proposing to change.

BACKGROUND

The 1994 School-to-Work Opportunities Act was signed into law by President Clinton in May of 1994. It is one of several bills passed to address workforce training. (Appendices 1 and 2 summarize and compare these legislative acts.) The state of California received an implementation grant to design a system for our state, called the *California School-to-Career Plan*. (See Appendix 3.) This paper is a response specifically to that plan, including direct quotations with page and section citations.

Development of the plan began with Governor Wilson selecting the Employment Development Department (EDD) to take the lead role in forming an "Interagency Partnership Group" with the California Department of Education (CDE) and the Chancellor's Office of the California Community Colleges. A Task Force appointed by the governor has overseen the production of the plan. (Only one faculty member, a high school teacher, was appointed to the Task Force. See Appendix 4 for the Task Force membership list.) The effort began in the summer of 1994 with the formation of six work groups which developed background papers on issues related to workforce training and the School-to-Work act. These work groups initially had no faculty appointed by the Academic Senate. Only at the insistence of the president, Regina Stanback-Stroud, were community college faculty added to the work groups--and then only after more than half the work had been accomplished. The governor's Task Force reviewed the background papers and then, to write the first draft of the plan, employed an outside writing group which included Dan Weiler of Berman & Weiler, authors of the Commission on Innovation's *Choosing the Future* document. The draft plan was reviewed by Resource Groups consisting of the major stakeholders in workforce education, of which the Academic Senate was one. These reviews took place in August of 1994 and were followed by a period of public hearings and comment in September. These hearings generally dedicated 30 minutes of an 8 hour day for public testimony. The original time line was designed to culminate with a final plan submitted to the federal government in November of 1994.

The plan did not receive wide support and lacked the formal approval of the state agencies involved, such as the Board of Governors of the California Community Colleges. It became clear from federal review of similar proposals that such consensus and approval would be needed if California's plan was to be funded. The next several months saw continual revisions of time lines for approval of the plan, three more drafts developed, additional public hearings (not necessarily coinciding with the availability of the most current draft),

bills written on the topic in the state legislature, and review by state agencies and boards. The review process was particularly frustrating because of seemingly constant changes in the draft plan. The fall session of the Academic Senate reviewed the October 1994 draft, and the spring session reviewed the March 1995 draft. Several resolutions were passed. (See Appendix 4.) The final state plan was submitted in April of 1995 (Appendix 3), and the final Implementation Grant Application was sent in June of 1995 (Appendix 5). A 30-day comment period began on June 19, 1995. Dollars totaling $86 million are available to the states in grants for fiscal year 1995. California was expecting to receive $120 million over the next five years. The application was denied by the Department of Labor in August, 1995. However, California continues to seek at least some funding to implement its School-to-Career plan.

The 1994 School-to-Work Opportunities act has many laudable goals. Reduction of administrative costs, local partnerships between business and education, and the integration of academic and vocational instruction are among those which the Academic Senate has supported. However, California's School-to-Career Plan falls short of reaching those goals in many ways. The sections which follow describe those limitations, suggest strategies to fill the gaps, and focus primarily on the next step: implementation.

REFORM: EDUCATIONAL OR ECONOMIC?

The 1994 School-to-Work Opportunities Act calls for major reform. But for whose benefit is that reform intended? Are the changes to provide a better education for California's citizens so that they can succeed both in their careers, personally, and as members of society? Or are the efforts solely to provide a better trained workforce for California's businesses? Are the students the consumers or are they merely "widgets" in a production line to appease the demands of industry?

Of course, the answer is that the reform should benefit both students and industry. A plan that equips students with educational tools with which they can participate in the workforce and society at large benefits the student, the industry in need of a qualified workforce, and the economic health of the state. The balance necessary to achieve such benefits seems to be missing from California's plan. True, the plan proposes to "certify that students have mastered the core skills and knowledge they will need to lead full and productive lives" (IIC1). The shortcoming is that the plan does not back up that claim with strategies which are student centered. The plan shows:

- lack of support for special populations such as gender equity and displaced homemakers
- no plan for dealing with those who do not meet the rigid certificate timetable
- insufficient recognition of the role of counseling and guidance in career choices
- no input from the expert practitioners--the faculty
- no input from students in governance or evaluating program effectiveness

To achieve these mutual benefits, much remains to be done. Faculty and student leaders should keep those mutual benefits in their sights both for the development of state standards and oversight and for local partnership planning. Both industry and education have the opportunity to work together. Business has often felt that the need for trained

workers has not been met by the educational system. Education has sometimes felt that business wants students only to acquire technical skills of immediate utility rather than a broad-based education of the whole person. The plan must respect these sometimes disparate goals and build mutual interests. To the extent that faculty and students are not involved in the implementation of School-to-Career, little hope exists that these mutual interests will even be identified much less addressed.

School-to-Career is not a panacea for California's many problems. Difficulties in educating today's population and the problems in meeting the needs for a skilled, productive workforce are also based on such societal issues as economic decline, domestic violence, and racism, to name a few. The plan must acknowledge these realities and not set up expectations which are unrealistic, such as, ". . . every student will have the opportunity to learn fundamental skills and habits of mind that are the foundation for successful careers and full participation in our pluralistic society . . . " (VB1). Such comments are compelling, but they tend to obscure the fact that we are still going to need provisions for students who do not meet these expectations. Although the plan recognizes that "some students will need special accommodation and support to succeed" (p. 15), no specific strategies are mentioned. If the implementation of School-to-Career does not require such "accommodation" as a mandated feature, the vision will blur to ugly reality.

The current educational system has entrenched interests which stand in the way of reform and are not addressed by the plan. Barriers to transforming education from teacher-centered to learner-centered must be removed. Such barriers include traditional grading, class seat time, fifty minute classes, and the need for uniform progress to be transformed to individual progress. Learner-centered systems require that students are active participants in governance and evaluation. We would do well to make the students partners in implementing School-to-Career.

CAREER DECISIONS BASED ON COUNSELING AND GUIDANCE

In discussing design elements of School-to-Career, the plan enumerates four phases for student progress: Career Pathways (VIA1), Foundation Skills (VIA2), Career Entry (VIA3), and Advanced (VIA4). The latter three phases culminate in a certificate of that name. This pattern of career decision-making and training raises several concerns.

"Career Path" connotes a narrow, limited future and raises the specter of tracking. Although that is not the stated purpose of the plan, it may well be the outcome. (See the sections of this paper on Tracking and also on Curriculum Appropriate to Each Phase.) The phrase "Career Exploration" is a more accurate reflection of the process students should be following in their adolescent years. Exploration connotes discovery, experimentation and informed choices.

This process should begin in elementary grades with an initial phase of "Career Awareness" with stated goals and outcomes. This principle is mentioned in the plan, "pathways begin in elementary school with general awareness of the world of work" (VIA1). However, failure to include Career Awareness in the Design Elements section is a major flaw. This phase of the program should certainly be required in local implementation.

The plan states, "By about the eleventh grade, students select career or program majors . . . " (VIA1). This specificity of major and age is inconsistent with what educators have learned of student development. First, students develop at tremendously different rates. Particularly students at the ages of 14 and 15 (10th and 11th grades) show extreme variation in readiness. Second, when students do begin to define their career goals, they do so only in the most general of terms. A young person may identify a direction to write, to work with his or her hands, to be fascinated by science--but rarely anything more specific. Third, such refining of career goals requires the identification of a student's interests and abilities. Such a process is only effective if it is shepherded by a professional trained in career guidance and counseling. Fourth, such winnowing of career options is more effective if the student is directly exposed to those in the occupation and the work environment itself. The current plan offers little recognition of these realities. By 10th grade, most students are ready only to identify their general areas of interest and competence and need to be assessed and counseled to make determinations and choices. If career guidance and counseling by faculty professionals is not a mandated component of implementation, School-to-Career will just be another tracking mechanism which may limit a student's option to pursue further education and acquire greater skills.

The plan also includes the expectation that the Foundation Skills Certificate will be acquired by the end of the 10th grade. Again, students develop at different rates, and many will not be able to pass the envisioned state test and "master this foundation early, by about age 16" (p. 14). In fact, the kind of competencies talked about in this certificate are those that we in community colleges are currently providing to learners. Thus, the skill level floor may be inappropriate. As educators, we must challenge the unrealistic expectation that "by about the tenth grade, all students will be expected to master the common core of academic reasoning and interpersonal skills they will need to lead full and productive lives in the 21st century" (p. 15).

The "Career Entry" phase of the program is at best inconsistent rhetoric. The plan asserts that acquiring such a certificate will "assure employers that a student is prepared for career-entry employment" (p. 26). Judging from the level of skills described, "career entry" would translate to being a stock clerk as entry to the "business career path" and emptying bed pans as entry to the "health services career path." With no further substance than provided in this plan, a Career Entry Certificate may be no more that a method to place a stamp of approval on students leaving school for such dead-end jobs instead of careers.

What then would be the appropriate steps to take in achieving career selection and training? As the student approaches young adulthood--and age 16 is not unrealistic--we need to assess their interests, abilities and skills. We need to have trained professional counselors to interpret those assessment results and assist students both in making career choices and in taking the steps necessary to acquire those foundation skills if they have not been mastered by age 16. The School-to-Career implementation phase must require support services that help evaluate and guide students to achieve mastery.

As faculty leaders become involved in School-to-Career local partnerships, they will need to seek a more realistic approach to the phases of career choice and education such as that outlined below:

Career Awareness

- elementary grades
- exposure to occupational clusters
- expansion of career options
- establishing role models

Foundation Skills Acquisition

- ongoing from elementary grades
- competencies and assessment mechanisms developed by faculty
- skills assessed at an age dictated by development
- interpreted by professional counselors
- referral to support network if needed

Career Exploration

- at age dictated by development
- interests and abilities appropriately assessed
- interpreted by professional counselors
- continued expansion of career options
  - exposure to role models in the professions
  - exposure to the workplace environment
- integrated and flexible curriculum developed by faculty with industry input
- acquisition of general workplace competencies
- acquisition of competencies in a broad occupational cluster
- degree awarded by high school

Advanced Mastery

- post-secondary education and training
- specific to career/occupation
- standards set jointly by industry and faculty
- integrated and flexible curriculum developed by faculty with industry input
- degrees and certificates awarded by community college
- may lead to transfer to four-year institution

TRACKING

Do California schools track students into career paths without expanding their horizons and fostering the development of interests and abilities in a wide variety of careers? If we were to use the "outcome measures" criteria of School-to-Career, the conclusion could be affirmative. The diversity in occupations, particularly "high-skill, high-wage" careers, does not reflect that of the general population. The Governor's plan condemns tracking in stating, "One of the most critical components of local proposals will be the specific assurances by the local partnerships (in terms of resources, responsibilities, and processes) that show that their proposed systems will <u>not</u> result in tracking, and will be available to <u>every</u> student, including those with special needs" (p. 41). However, embedded in the plan are elements which may well produce tracking.

For populations which are or have been historically under represented in high education, high skill and high wage jobs have been provided with "assurances" for some time. Allow us at least the latitude to assert a healthy scepticism that such assurances will have not any more effect than in the past. It is interesting to note that it was within the power of the governor to require, through accountability and specific outcome measures, that tracking would be avoided. However, the section on Accountability speaks only of "evidence of what students know and can do" (p. 35). If there is to be a greater commitment to the avoidance of tracking, the System Evaluation and Accountability Committee must have members with skills and abilities in measuring the disproportionate impact on under represented groups. It would seem reasonable and economically sound that the state with the greatest diversity in its population would place much more emphasis on assuring that federal workforce training funds are expended in ways which facilitate the participation of that diverse population in the workforce. Furthermore, specific outcome measures on achieving diversity would be added to the accountability requirements for local partnerships. If this accountability system is to be compelling, failure to meet state standards for diversity should result in the withholding of funding.

The avoidance of tracking is not a passive activity. One of the dangers of tracking is that the student's goals and objectives are often determined by others--often on the basis of unrelated indicators such as gender, race, and economic conditions. To open the eyes of students to career possibilities beyond their experience takes a systematic plan including such strategies as establishing relationships with role models in the community who have similar backgrounds to that of the student but have succeeded in a non-traditional occupation.

Tracking is often the result of a program of study which, once begun, allows little opportunity for change of goal. There is a need at all levels of education for a flexible curriculum. (See the section of this paper on Curricula Appropriate to Each Phase.) School-to-Career is virtually silent on the need for flexible curricula. According to the governor's plan, "the California Department of Education already has developed career pathway models and curriculum standards for selected occupational clusters" (VIA1). Do these models incorporate curricula which are sufficiently flexible to readily allow for changes between occupational clusters? One charge to the Educational Issues and Practices Committee should be to conduct such an evaluation. The use of flexible curricula should be a requirement for funding of local partnerships.

The term "flexible curricula" here specifically refers to a series of articulated courses and worksite learning experiences in an occupational cluster which are sufficiently grounded in principle and practice to allow students to move to another occupational cluster without repeating course work in those same areas of principle and practice. For example, students in a health cluster might take an American History course with added units on the development of medicine and public health. However, the basic tenets of American History and political institutions would be sufficiently covered to allow the student to shift to the physical sciences and engineering cluster without retaking American History. (The students would, however, not have the advantage of enhanced units in history of science.)

ACCESS

The Academic Senate concerns involve two areas: 1) financial aid and 2) certificates. The senate is concerned that although School-to-Career involves students going into the workforce, it does not address the financial needs of community college students who face economic barriers to full participation. Secondly, certificates, as presented in the plan, will not and should not serve as an entrance requirement for admission to community colleges. The open admissions policy of community colleges should not be affected by School-to-Career. Although the School-to-Career plan does not address the Master Plan for Higher Education, local faculty senates should continue to monitor the open access mission for compliance. The other segments of public education have issues under School-to-Career with which the Academic Senate may wish to be involved: 1) high school faculty must address, under School-to-Career, the status of the high school diploma, 2) all segments must consider the status of certificates to out-of-state institutions who expect students' qualifications to be based on the high school diploma, and 3) community college faculty must work with our colleagues in the four-year institutions on issues of articulation and transfer. (See the section of this paper on Articulation.) Serious consideration needs to be given to the pathways and certificates under School-to-Career which appear to have the effect of exit tests which can serve to either track or trap students although it is certainly not the stated intention of the plan. The Academic Senate should take a leadership role on the Educational Issues and Practices Committee. The Senate recognizes the significant role the students at all three levels should play on the Education Issues and Practices Committee as described on page 29.

CURRICULUM

Implementation of School-to-Career will take significant curriculum revision. The nature of those changes will depend on the goals of each phase of the program. In addition, each phase of the program will require clear *standards*, implementation *guidelines*, extensive *training* and technical assistance, accepted *assessment* and outcome measures, and thorough *articulation* among the segments. These are all matters to which curriculum is central. As a result, these activities will not be successful without the complete involvement of the faculty. For community colleges, such involvement in curriculum is mandated by AB1725 which has been encoded in Title 5. The current plan overlooks many important issues which, if ignored when the plan is implemented, will hinder the accomplishment of the goals of School-to-Career. This section will highlight those deficiencies and present appropriate recommendations to address them. As School-to-Career is implemented through local partnerships, which must include community colleges, local faculty senate would do well to assert the primary role of faculty in such curriculum areas.

Curriculum Appropriate to Each Phase

In discussing design elements of School-to-Career, the plan enumerates four phases for student progress: Career Pathways (VIA1), Foundation Skills (VIA2), Career Entry (VIA3), and Advanced (VIA4). As discussed in the above section of this paper on Career Decisions Based on Counseling and Guidance, the phases of the program would be better implemented as:

- Career Awareness
- Foundation Skill Acquisition
- Career Exploration
- Advanced Mastery

What follows is a brief overview of the curriculum issues which might be encouraged at each of these steps. The Academic Senate should work with the Educational Issues and Practices Committee to more fully elaborate the process and pedagogy at each step.

Career Awareness requires a curriculum which exposes the student to the real-life applications of foundation skills and the careers which utilize them. Much attention should be paid to the development of students' innate abilities and to the broadening of their occupational interests through such mechanisms as role models and mentors. This phase of the student's education includes continuing instruction in foundation skills.

This view of Career Awareness is in sharp contrast to that presented in the plan as Career Majors which "provide choices of specific sequences of courses and worksite learning experiences so that students acquire foundations of academic knowledge and skills for broad occupational areas or industries" (VIA1).

Foundation Skills Acquisition begins in the elementary grades and continues through high school to the point at which the student is ready to be assessed in both basic skills and career interests. This phase of the student's education culminates in the demonstration, through assessment and guidance, that the foundation skills have been mastered. The student has also been counseled and is ready to examine career options more specifically.

Although the plan states that tracking must be avoided, failure to specify effective strategies or accountability measures to avoid tracking (such as role models and mentoring) in these early phases of the program is evident. Many students are not ready to choose career paths in the 10th grade but rather require assessment and guidance to determine when that transition should occur. That assessment may well result in referral to a curriculum more appropriately designed to meet the student's needs, such as ESL, learning or developmentally disabled, and other curricula for special populations. While section V of the plan mentions that "some students will need special accommodation and support to succeed" in a timely manner, the lack of specific strategies weakens the plan. These strategies are essential as the plan is translated into action. Academic senates must make this a priority as they participate in local partnership planning. (See the section of this paper on Tracking.)

The *Career Exploration* phase requires a curriculum which teaches the subject matter (math, English, the arts, sciences, humanities, languages, and so forth) in a context which is relevant to the occupational cluster. (See page 17 in the plan, Accelerating the Pace of Reform.) For example, math in an Allied Health occupational cluster might teach topics such as dosage calculations or population vector analysis for disease propagation. It is essential to the exploration process that the curriculum include both school-based and work-based experiences. Students will be able to make more informed career choices by direct exposure to the activities of those in that occupational cluster. A central feature should be acquisition of the SCANS competencies (Secretary's Commission on Acquiring

Necessary Skills). In addition to this integration of general and applied education, the curriculum must be flexible enough to allow students to readily move from one occupational cluster to another.

The "Career Major" phase of the existing plan is much too directive. Students in the 11th grade are often not ready to "select career or program majors" (VIA1). This phase should emphasize exposure to occupational clusters--including the workplace--sufficient to clarify students interests and abilities. When actually put in place, this phase should *culminate* in students whose high school education and training prepare them for transition to further training, or higher education to achieve a high-skill, high-wage career.

The "Career Major" phase of the plan again proposes to avoid tracking. "These program majors, or career clusters, will eliminate tracking since they will serve students with a broad range of higher education and career goals and will allow for easy movement and choice between career clusters, majors and programs" (VA2). However, the major barriers to freely chosen career paths are not addressed: 1) expanding students' own sense of the scope of their options and 2) designing a *curriculum* which is flexible enough to allow movement from one occupational cluster to another without the need to repeat course work. Such a curriculum is not now the standard. For example, students routinely must repeat many topics if they change from "business math" to "college-bound math." The hallmarks of Career Exploration must be expansion of career options within a flexible curriculum.

The third phase, leading to *Advanced Certificates and Degrees*, as discussed adequately in the plan, will require curricula which address the workforce training needs of industry, the student's needs for self-improvement and fulfillment, and society's need for an educated citizenry. The components of that curricula must utilize effective faculty-generated pedagogy which is learner-based. The foundation for such curricula will be the integrated approach to academic and vocational instruction. The curricula must have effective mechanisms for incorporating both school-based and work-based education. The curricula will lead to certificates and degrees which are awarded by community colleges but which are based on standards which are mutually developed by industry and faculty and are accepted by industry state wide for job entry.

The current plan emphasizes the importance of business and labor particularly in the Advanced Certificates and Degrees phase of the program. The plan will "propose ways for secondary and postsecondary institutions, business and organized labor to collaborate and identify the restructuring or creation of new programs . . . " (VIA4). However, the plan is not sufficiently student-centered. Implementation will not be effective unless students perceive that the program is directly to their benefit. The Academic Senate and students must work with the Advisory Council to assure the inclusion of a significant accountability measure for student satisfaction. Actions plans must incorporate student feedback with proven techniques such as quality circles.

While the plan does emphasize the importance of cooperation among business, labor, and educational segments, delineation of roles is not addressed. To be effective in practice, all entities must be involved in ways appropriate to their expertise and responsibilities. For example, achieving advanced certificates and degrees will require adoption of standards,

development of curricula, assessment of outcomes, and awarding of the degrees and certificates. Appropriate involvement would be 1) all parties mutually develop standards which are industry-accepted, 2) faculty, with significant input from industry, develop curricula and assessment mechanisms to achieve those standards, and 3) community colleges award the degrees and certificates.

Retraining and Reentry

In several places the plan points out the importance of lifelong learning. Indeed, one of the major educational hurdles facing California is the provision of effective adult education. The need for providing the hard-core unemployed with job skills and the continuing pressure for retraining of the existing workforce are not adequately addressed in the plan. *Retraining and reentry* constitute a separate, final phase of workforce training. Special intake mechanisms, referral systems, and redesigned curricula will be needed. Implementation must include such a "fifth phase" in the requirements for funding local partnerships.

STANDARDS AND CERTIFICATES

The importance of the philosophy of *state standards and local implementation*, which has served California education well for some time, is nowhere more important than in the development of standards for certificates. The state plan calls for the Foundation Skills Certificate to be based on a "portfolio of performance-based academic work and successfully completing a comprehensive, objective academic-based statewide examination" (VIA2). Further, the plan states in regard to foundation skills, "this new level of assessment is properly a State role, and will encompass a performance-based State testing program using objective, academic-based examinations" (VIA5). The historical ineffectiveness of such statewide testing leaves most educators skeptical of the success of this new initiative. Furthermore, the balance between "portfolio" and "objective exam" is left uncertain. Implementation should certainly leave portfolio evaluation to local faculty. Any statewide exam will go the way of other such attempts without strong faculty involvement and an opportunity to learn from past efforts.

The Career Entry and Advanced Certificates are proposed in the plan to use state standards with local evaluation and award provisions. However, the plan calls for "*industry-developed and approved* skills standards" and "curricula which industry has helped to develop or approve" (VIA5). For such standards and curricula to work in practice, faculty and industry must be partners in this process. Initially, industry and faculty will need to cooperatively evaluate current skill requirements in the workplace. Such skill profiles will serve as the basis for developing state level competencies for each occupation. Local faculty in appropriate disciplines will then adapt existing and develop new curricula to teach these competencies. Industry will review the curricula and provide feed back to faculty, particularly on worksite-based instruction. Local faculty will develop appropriate assessment material, including portfolio and work-based evaluations, with involvement and site testing by industry. Only through such cooperative ventures will effective curricula be developed and implemented.

ARTICULATION

The state plan emphasizes the need for articulation, saying ". . . it will be necessary to reexamine current course approval procedures for admission to the University of California and the California State Universities. This review of college admission requirements is a key element in achieving greater articulation between education segments . . . " (VA2). The plan assigns this role to the Education Issues and Practices Committee (VIA). Universities are also included in local partnerships, in part to "ensure articulation" (VIB).

The status of articulation among the higher education segments in California may be conservatively described as incomplete and ineffective. To assume that a "seat at the table" will "ensure articulation" is highly optimistic. Accountability of local partnerships must include as an outcome measure the successful articulation of newly designed courses. Such articulation is clearly a faculty task. Past history indicates that considerable time and effort will be required to accomplish this task.

TRAINING AND TECHNICAL ASSISTANCE

The plan calls for "providing technical assistance and services to employers and others" (IVD), "launching a major, statewide technical assistance and staff development effort" (VB2), that "demonstration sites will have important responsibilities to provide technical assistance to other sites, to act as mentors, and to begin to bring California's School-to-Career system to scale" (VB2), and that "the State will provide technical assistance and policy incentives to permit all localities to implement School-to-Career systems" (VC). Only towards the end of the plan are the *topics* of technical assistance mentioned. "Areas of technical advice and assistance may include partnership formation; engaging business and labor; school restructuring; development of integrated [academic and vocational curricula?]; articulation among segments; leveraging and redirecting resources; setting performance-based standards; system evaluation; use of labor market information; professional development for classroom practitioners; guidance and counseling; or many other specific areas of system development and operation" (VIC4) and "technical assistance at the State level to be available to employers to demonstrate why and how they can participate" (VIE2). Oversight for technical assistance is to be provided by the Advisory Council. Finally, "technical assistance will be provided to potential bidders, to ensure that local partnerships fully understand the purposes of the subgrants and the State's expectations" (VIIB).

The only direct impact on faculty appears to be in the general area of "development of integrated academic and vocational curriculum" and "professional development for classroom practitioners." Several other areas will be in need of training and staff development. Those in the business sector who provide worksite learning experiences must be trained in how to do so. Instructors who provide the classroom component will need workplace knowledge through on-site training. The widespread use of integrated curricula will necessitate the training of the many instructors who will make use of it. Reforms of this magnitude will require retooling the teacher education programs in the four-year segments. This too will require training. An effectively run School-to-Career system cannot neglect these faculty training issues--and the considerable financial resources needed to accomplish them!

ASSESSMENT

According to the plan, assessment of foundation skills will consist of "a performance-based State testing program using objective, academic-based examinations." Certification will be based on "a multi-level, performance-based evaluation system which offers employers and higher education institutions evidence of what students know and can do. Development of this system to evaluate individual student performance is the central objective of the Student Assessment and Certification Committee . . . "

The plan recognizes that "this shift to system performance-based accountability will not happen quickly. Therefore, the Advisory Council will establish a System Evaluation and Accountability Committee. This Committee will coordinate carefully with the Student Assessment and Certification Committee to evolve a broader statewide system of accountability. This Committee will be composed, at the minimum, of the following: experts on testing and performance assessment, representatives from California's education assessment program, local school and community college assessment experts and other faculty, and representatives from business and industry." Such involvement of faculty in partnership with the private sector is essential to the success of the program both at the state *and local* levels.

BUSINESS INVOLVEMENT

Despite the fact that the effects of California's recession have lasted longer than those of the rest of the nation, "the long term outlook (i.e., ten years) is one of strong potential growth" (p. 9). Education is seen as a major component in that growth--but not education as usual. Business and education in concert with their constituencies must cooperate and collaborate on the development and evaluation of an integrated and flexible curriculum. Such a curriculum will form both the foundation and the building blocks for technical and professional level certificates and degrees. These certificates and degrees must be based on standards which are industry accepted, appropriate and achievable, and developed mutually with discipline specific faculty. They must include a solid foundation of the basic critical thinking and problem solving skills needed for lifelong, transportable learning. If properly developed, administered and evaluated, all will benefit from this system, but all have responsibilities to assure its success.

The plan directs the Advisory Council to establish a committee to "encourage and organize employer and labor participation." The Employer and Labor Involvement Committee will be charged with recruitment of employer participation, development of promotional materials and technical assistance, the creation of state and local policies that make available paid and unpaid training worksites, working with chambers of commerce and trade associations, providing financial and non-financial incentives to employers that might include tax credits, and the training of supervisors.

Larger companies and businesses should be encouraged to provide job site training programs that are broad enough to be applicable to many businesses, large and small. The plan encourages business to join the partnership. It would seem appropriate to have a

greater commitment of business in the proposed partnerships. If the workforce training from California's schools is to directly benefit both the student/employee and the business employer, then it would be appropriate to have specific economic and training involvement by business as a required component for local partnerships to receive implementation grants.

GOVERNANCE

Governance of such an ambitious and far-reaching program is certain to be complex. The description of the proposed Advisory Council which will address this complexity seems vague and contradictory. It is alternately described as "a high-level collaborative body" and as "advisory" (p. 38). It is not identified as a decision making body. The Task Force is so uncertain about the functions of the Advisory Council that it will be reviewed during the first two years.

As a continuation of California's AB1725 shared governance model, the School-to-Career Advisory Council should encourage student and faculty participation both on the state committees advising the council and on the governance bodies of local partnerships. We expect that the chancellor of the California Community Colleges will include the Academic Senate as the source of faculty to serve on the council (draft grant application, page 77).

We recognize, by necessity, the School-to-Career plan already submitted to the federal government is general in many areas. For example, details need to be incorporated to assure services to special populations. Another issue to be addressed is the nature of provisions to be made for students who do not receive certificates on the time line stated in the plan. In developing local partnerships, it is essential that faculty as well as students work on implementation of the plan at the local level. Another unresolved issue is the relationship between the Advisory Council and its committees to the governing boards of K12 districts, Community Colleges, the California State University and the University of California. The community college faculty and students must be involved in policy development and implementation.

WAIVERS

One aspect that raised many questions during the discussion of the School-to-Career plan was that of waiving state and federal regulations in order to promote business opportunities for students in their work experience. For example, the plan mentions on page 8 that reasons for the business downturn include "environmental laws and regulations severely affecting resource-based industries." The implication here would seem to be that without these regulations business would be better. The Employer and Labor Involvement Committee will be "providing non-financial incentives which simplify demands on participating employers or amendment or waiver of some workplace rules and regulations which may impose unnecessary employer costs or limits on student worksite participation" (p. 34). Concerns here include child labor laws and worker compensation laws.

Faculty are particular concerned that waivers under School-to-Career could lead to the elimination of the Education Code and AB1725--which are based on sound educational principles to ensure the integrity of the educational system--if these are seen as barriers

to School-to-Career implementation. Another concern is that Title 5 curriculum review procedures, already seen as a barrier by some contract education providers, could also be waived. A concern particularly addressed by community colleges is the possible loss of the protections of the 1974 right-to-privacy act. The Academic Senate has, over the past few years, opposed waivers--particularly those relating to provisions of AB1725--and is concerned that the use of waivers could be abused. We urge local faculty senates to be aware of the possible jeopardy to the integrity of educational programs and curricula loss of rights due to proposed waivers.

Waivers present a serious threat to long-fought and hard-won protections of faculty and student rights. Some existing statutory and regulatory requirements will need to be changed to fully implement School-to-Career. However, rather than using waivers, such barriers should be removed using existing review processes. If the impact of such changes are uncertain, board and legislative actions should make use of sunset clauses and require follow-up and evaluation processes.

FUNDING

Another concern regarding School-to-Career is that of funding. The issues are 1) that state funding be adequate to support the program, particularly the extensive academic planning and training that will be needed, 2) that School-to-Career state funding does not take away from our already financially impoverished educational system, 3) that funding to support the needs of special populations--now obtained through categorical funding--is sufficiently maintained to meet the needs of those populations, 4) that business and industry, which stand to benefit so much from School-to-Career implementation, will contribute substantially to its funding, and 5) that faculty should be aware that School-to-Career will incorporate approximately $1.3 billion in annual federal and state funding currently being used for work force training.

Faculty should be aware that under School-to-Career (implementation grant application, pages 82ff) categorical funds are seen as "inherent barriers to new and flexible uses of resources...." It is proposed that local partnerships "whenever possible incorporate these [categorical] funds into larger school to career systems . . . " Faculty should recognize that there are pros and cons to the elimination of categorical funds and should examine local planning very carefully.

CONCLUSION

The School-to-Career reform has the potential for much positive change in California. However, such change will not be effective unless all affected parties are involved in its development and implementation. The development phase of the plan has now concluded, and the involvement of faculty and students has been sadly lacking. Faculty and students should be integral members of task forces and planning committees rather than relegated to testifying at public hearings.

Will the School-to-Career plan go the way of so many other such plans which were developed in isolation? Will it merely be a glossy product that California leaders trot out to Washington but cannot implement? (Remember the Commission on Innovation's *Choosing the Future*.) California still has a chance to realize the noble goals of the 1994 School-to-Work Opportunities Act. However, putting the plan into action will be effective only if the expert practitioners (faculty), the primary clients (students), and the major customers of work force training (business and labor) work together shoulder-to-shoulder.

SCHOOL TO WORK OPPORTUNITIES

U.S. DEPARTMENT OF EDUCATION U.S. DEPARTMENT OF LABOR

FACT SHEET

THE SCHOOL-TO-WORK OPPORTUNITIES EXPERIENCE

Objectives

The School-to-Work Opportunities Act established the following objectives for the new initiative:

- **Create school-to-work opportunities systems in each state for all secondary and postsecondary school age youth, with a particular focus on youth in the general and vocational track in high school and youth who have dropped out of school.**
- **Reorganize learning for secondary and postsecondary school-age youth so that, in coordination with GOALS 2000, all youth who participate in school-to-work opportunities systems achieve high academic and occupational standards, are prepared for further postsecondary education and training, and are prepared for first jobs in high-skill, high-wage careers.**
- **Build partnerships locally, statewide, and federally among schools, employers, labor, community organizations, and parents to develop and sustain school-to-work opportunities as part of a lifelong learning system for the United States.**

What School-to-Work Will Look Like

The legislation sets out the following parameters of a school-to-work opportunities experience. Young people should have a learning experience that:

- **Involves a planned program of training and structured work experiences coordinated with school-based learning that provides work-based mentoring and instruction in general workplace competencies.***
- **Integrates work-based and school-based learning.***
- **Provides for selection of a career major and a program of study designed to meet academic standards established by the state for all students.***
- **Prepares students for postsecondary education and the acquisition of a skills certificate.**
- **Builds effective secondary-postsecondary linkages.***

(continued on p. 2)

- **Exposes students to an array of career opportunities and all aspects of an industry.**
- **Integrates academic and vocational learning.***
- **Helps completing students find jobs and continue their education and training.**

** Asterisks indicate that the element is required in order for a program to be considered a school-to-work system as described in the Act. Existing programs do not have to possess all the features listed above to be considered and counted as school-to-work systems, but they must have all those that are asterisked.*

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GOALS 2000 AND SCHOOL-TO-WORK OPPORTUNITIES

FACT SHEET

GOALS 2000: the Educate America Act was signed into law by the President on March 31, 1994. That new law provides resources to states and communities to ensure that all students reach their full potential. It is based on a simple idea: when more is expected of students, they work harder and reach higher levels of achievement.

Bridges Between GOALS 2000 and School-to-Work Opportunities

O High Academic Standards.

GOALS 2000 establishes a framework to identify world-class academic standards, to measure students' progress, and to offer the support students may need to meet them. The School-to-Work opportunities Act states that students in school-to-work systems would be expected to follow a program of study that meets state academic content standards and, where applicable, the high academic standards set in GOALS 2000.

GOALS 2000 establishes a National Education Standards and Improvement Council to examine and certify voluntary national and state content, student performance, and opportunity-to-learn standards, and assessment systems submitted by states on a voluntary basis. It also authorizes grants to support the development of voluntary model opportunity-to-learn standards.

The movement to develop voluntary national standards has already begun. The National Council of Teachers of Mathematics has prepared mathematics standards, and the U.S. Department of Education is funding creation of standards in the arts, civics and government, English language arts, foreign languages, geography, history and science. These standards will clearly identify what all students should know and be able to do to live and work in the 21st century. The standards will be designed to be internationally competitive.

O Occupational Standards.

GOALS 2000 also creates a National Skill Standards Board to facilitate development of rigorous occupational standards. That Board will identify broad occupational clusters and create a system of standards, assessment and certification for the skills needed in each area. This system of occupational skill standards and certification will serve as a cornerstone of the national strategy to enhance workforce skills. The Board will have significant representation from business, industry and labor.

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Because of GOALS 2000, work-based and school-based training will culminate in award of a skills certificate and a high school diploma that mean something. The skills certificate will give students an industry-recognized and portable credential that indicates mastery of skills in specific occupations. A graduate from Alabama, for example, would be assured that her "biotechnology manufacturing certificate" will be honored and respected in Alaska. Since employers would offer the best jobs to those who met the standards and had attained a skill, students would have more incentive to perform well in school.

- **Systemic Reform.**

  GOALS 2000 is the first step toward making the federal government a supportive partner in state and local systemic reforms aimed at helping all children and young people reach high standards. Like school-to-work opportunities, GOALS 2000 will change the way teachers teach and students learn. Both involve restructuring, rescheduling, and rethinking traditional ways of doing business. Each will be more effective if the two are implemented in coordinated fashion.

Coordination

The School-to-Work Opportunities Act asks states to coordinate their school-to-work plans with the overall education reforms they are planning with GOALS 2000 funding. The aim is to promote greater coherence among federal programs and between federal programs and state and local education reforms.

SCHOOL TO WORK OPPORTUNITIES
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GRANTS TO STATES AND LOCAL COMMUNITIES

FACT SHEET

PURPOSE

A key provision of the School-to-Work Opportunities Act is its authorization of grants to help states and communities build comprehensive school-to-work systems. Such systems will offer young Americans opportunities to prepare for high-skill, high-wage careers, to receive a top-quality academic education, and to pursue further education or training. School-to-work systems will also provide American businesses with the trained workers they'll need to stay globally competitive.

AVAILABLE FUNDS

Funds available in the current fiscal year (1994) total $100 million. Of this amount, at least $90 million will be used for grants to states and communities, including grants to local partnerships and partnerships in high poverty areas and for programs in Native American communities and U.S. territories. The president has requested $300 million for fiscal year 1995, at least 90 percent of which is earmarked for grants.

STATE GRANTS

O State Development Grants

These grants will enable states to develop comprehensive statewide School-to-Work Opportunities plans. Possible state development activities include:

- Identifying or establishing broad-based partnerships among employers, labor, education, government, and community organizations to participate in the design, development, and administration of School-to-Work Opportunities programs;
- Designing challenging curricula;
- Supporting local School-to-Work Opportunities planning and development activities.

Status:

All states have received development grants of between $200,000 and $750,000 for a nine-month period. These grants may be extended and funds added if the state does not receive an implementation grant and if it continues to make significant progress.

O State Implementation Grants

These grants will be competitively awarded to states that can demonstrate substantial ability to begin full-scale implementation of the statewide plan. Among the activities states may undertake with these grants are:

- Recruiting and providing assistance to employers to provide work-based learning for students;
- Providing training for teachers, employers, workplace mentors, counselors, and others;

(continued on p. 2)

-- Working with localities to develop strategies to recruit and retain students in School-to-Work Opportunities programs, including those from diverse backgrounds.

Grantees must award at least 65 percent of the funds provided to local partnerships during the first year of the grant. After that, the percentage awarded to local partnerships will increase.

Status:

Announcement of this grant opportunity was published in the *Federal Register* on February 3, 1994. Applications were due April 1. In the first year, an estimated four to eight states will receive implementation grants. In each of the three subsequent years, other states will be selected for funding. At the end of four years, all states will have received implementation grants.

DIRECT FEDERAL GRANTS TO LOCAL PARTNERSHIPS

O Local Partnership Grants

These competitive grants will directly support a number of local partnerships that have built a sound planning and development base and are ready to implement local School-to-Work Opportunities initiatives. Grants will be awarded to partnerships that consist of employers, public secondary and postsecondary educational institutions or agencies, and labor organizations or non-managerial employee representatives, as well as other entities appropriate to the local initiative.

Status:

Announcement of this grant opportunity was made in the *Federal Register* on March 9, 1994. Applications were due on May 9. An estimated 15-25 grants will be awarded under this competition. These grants may be renewed on an annual basis until the state in which the partnership is located is in the second year of a State Implementation Grant.

O Grants to Local Partnerships Serving High Poverty Areas

These grants, also to be awarded competitively, will enable development and implementation of School-to-Work Opportunities programs in high-poverty urban and rural areas.

Status:

A notice inviting applications is expected to be published in the *Federal Register* in late May with grants awarded in early fall 1994.

O Grants for Native American Youth

Grants to support School-to-Work Opportunities programs in the territories and for Native American youth will also be available as part of the grant program later this year.

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CAREER ACADEMIES AND SCHOOL-TO-WORK OPPORTUNITIES

FACT SHEET

Career Academies

Career academies are occupationally focused high schools that usually contain "schools within schools." More than 250 career academies are in operation, some established as long ago as the early 1960s. They train primarily high school juniors and seniors in such areas as environmental technology, applied electrical science, horticulture, sports education, business education, travel and tourism, and engineering.

Most career academies contain elements that are also present in school-to-work systems, such as:

- **Integration of academic and technical content.** The very structure of the program encourages this through the close alliance between the technical and academic teachers in planning the program. They have a common planning period each day. In addition, students' employment and other contacts with employers help put their academic work into a practical context.
- **Effective and systemic links between institutions of education and training and the world of work.**

Career Academies as a Foundation for School-to-Work Systems

In the last few years, a new breed of career academy has begun to emerge. It embodies more characteristics of school-to-work opportunities sytems, including:

- **Designated staff.** The school-within-a school is run by a small team of teachers from both academic and vocational disciplines.
- **Block scheduling.** Career academy classes are generally scheduled in a cluster block of time during the first few periods of the day, leaving the remaining periods for other required and elective courses. This "block scheduling" of classes allows the career academy to arrange activities for all classes at the same time and also provides opportunities for team teaching.
- **Reduced class size.** Classes are smaller than is typical in the high school, primarily because students volunteer for the program and must demonstrate their commitment through an application process.
- **Partnerships with businesses in broad occupational clusters.**
- **A focus on a career theme in which good employment opportunities exist and demand is growing.**

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Another emerging type of career academy is the Junior Reserve Officer Training Corps (JROTC) Career Academies. The JROTC Career Academy is a demonstration effort that draws together the experience, resource and infrastructure of our education system, community-involved businesses, and Junior Reserve Officers Training Corps. The JROTC career academy provides leadership, vocational and academic educational training and opportunities for at-risk youth.

Enhancement Opportunities

The career academies model can be enhanced to become a true school-to-work system as envisioned by the School-to-Work Opportunities Act. Enhancements could include:

- Better articulation of bridges between the career academies and the postsecondary education institutions.
- An on-site work-based education component that is integrated into the in-school education and training program.
- Employers that are fully-franchised partners in the development and delivery of high-quality work-based learning to all participating students.

SCHOOL TO WORK OPPORTUNITIES

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COOPERATIVE EDUCATION AND SCHOOL-TO-WORK OPPORTUNITIES

FACT SHEET

Cooperative Education Partnerships

Cooperative education (co-op) is a program offering students both a school-based and a work-based educational experience. It is an effective, increasingly available option of work-based learning offered by many secondary and approximately 1,000 postsecondary educational institutions, in cooperation with local employers. While co-op participants are enrolled in an educational program, they also are employed in a structured worksite experience in a field related to their program of study.

The cooperative education partnership between education and business provides not only access to career preparation and choice, but in many instances immediate access to employment. More than 50,000 employers nationally participate in this program. They understand the value of students and future employees who have a cooperative education experience.

Cooperative Education as a Foundation for School-to-Work

Some of the defining characteristics of cooperative education are also integral to school-to-work systems, such as:

- **A close relationship between students' classroom instruction and their worksite experience.** Co-op provides a practical way to explore career options and to apply and reinforce knowledge gained in academic and technical studies. This partnership between business and education also offers institutions the ability to continually incorporate information on changing workplace needs into new or revised curriculum.

- **Non-traditional scheduling that demonstrates a willingness to make systemic change.** The two most common program schedules are the alternating schedule and the parallel schedule. The alternating schedule enables the student to spend approximately equal periods of time alternately in full-time classes and full-time work. With the parallel schedule, the student spends part of each day in classes and part of each day at the worksite.

- **Joint business-educator development of occupation-specific curriculum.** The classroom instructor and worksite supervisor work closely together as an instructional team. The instructor normally develops the training plan with the student, arranges the job placement, and visits the worksite to monitor and to help assess the placement. The worksite supervisor evaluates the students' performance in relation to the training plan. This evaluation becomes part of the student's grade earned for the cooperative education experience.

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This combination of work-based and school-based learning, linking academic and career instruction, provides students with structured pathways from school-to-work and can be a strong foundation on which to build a school-to-work opportunities system.

Enhancement Potential

Some other features of school-to-work systems are not usually present in co-op learning programs. Some of these features could be added to existing co-op programs to make them more consistent with school-to-work systems as defined by the School-to-Work Opportunities Act. Programs need not have every feature, but they must have several of those that are most critical. Potential enhancements could include:

- Effective secondary-postsecondary school linkages, including at least one year of postsecondary education.
- Career exploration and information covering an array of opportunities and exposure to all aspects of an industry. Typically, students' co-op work experience is connected directly to a specific major and has a specific focus within that occupation, so they may not be exposed to all aspects of that industry.
- A structured method for placing students in jobs or in continuing education and training.

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YOUTH APPRENTICESHIP AND SCHOOL-TO-WORK OPPORTUNITIES

FACT SHEET

Youth Apprenticeship

Youth apprenticeship offers students both school-based and work-based educational experience. It combines structured, paid work and training on-the-job with related classroom instruction. The emphasis is on contextual, real-world learning through workplace experience.

Effective youth apprenticeship programs require extensive coordination between employers, schools, labor, and government because of its high academic standards and high-skill career opportunities. Such programs offer a double incentive to young people: employment and opportunity.

Youth Apprenticeship as a Foundation

Some of the defining characteristics of youth apprenticeship are also integral to school-to-work systems, such as:

- **Employers' active participation.** Jobs, training and mentoring opportunities are provided to participants. In addition, employers assist in developing curricula and industry standards.
- **Integration of work-based and school-based learning.** Structured classroom instruction and workplace experiences are integrated so that one reinforces the other. Employers and school personnel actively participate.
- **Integration of academic and vocational learning.** Cognitive and technical skill development, high academic standards, and infusion of each with aspects of the other break down the traditional barriers between academic and vocational learning.
- **Secondary and postsecondary linkages.** Structured bridges generally begin in the eleventh/twelfth grade and continue into one/two years of postsecondary learning.
- **Award of an occupational skill certificate.** In addition to the high school diploma and the postsecondary certificate or degree, participants receive a certificate of mastery of occupational skills. Firms across the industry in which participants train, recognize and respect this certificate.

This combination of "real" work experience, student-mentor relationship, integration of education and work, and certificate of accomplishment provides students with structured pathways from school-to-work and can be a strong foundation on which to build a school-to-work system.

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Enhancement Opportunities

The youth apprenticeship model can be enhanced to become a true strategy for building school-to-work opportunities systems. Enhancements could include:

- **Strengthening employers' participation** to improve the quality of the work-based learning.
- **Promoting creation of nationally recognized skill standards** for training in key industries to enhance the mastery of universally recognized certification of occupational skills.
- **Strengthening staff development** for classroom instructors as well as workplace personnel so as to improve the coordination of workplace learning with classroom activities.
- **Promoting more involvement of relevant unionized industries** to increase opportunities for good careers.
- **Expanding access by minorities and women** to improve their representation in higher-paying occupations.

Future Outlook

Youth apprenticeship efforts in this country are quite new. Few programs have an entering class that has completed the entire three- to four-year sequence. As of 1990, only about 3,500 students were participating. Momentum is building, however. A number of states have enacted legislation that makes youth apprenticeship a key component of overall education and workforce development reform.

REMARKS BY PRESIDENT CLINTON
AT SIGNING OF THE "SCHOOL-TO-WORK OPPORTUNITIES ACT"
May 4, 1994

When a President signs a bill into law, he usually needs just three items: the bill, the pen, and a desk. And ordinarily the bill and the pen get top billing -- he signs the bill, and hands out the pens.

But today is different. This afternoon, I want to talk about the desk you see beside me -- the desk where, in a few moments, I will sign into law the School-to-Work Opportunities Act. It is no ordinary desk. And its presence here today, as much as any speech or ceremony, demonstrates the tremendous potential of work and learning in America.

Last month, Janet Swenson gave her students at The Manufacturing Technology Project in Flint, Michigan an assignment. Suppose the President of the United States wanted you to design and build a desk to use at a White house ceremony. It couldn't look like your typical desk. It had to be inexpensive. And it had to be easy to move and reassemble.

Within an hour, eight of her students had formed a project team, drawn up rough blueprints, and even called a supplier to check on the availability of materials. Then they really went to work. They drew on their knowledge of geometry and applied math to tinker with the blueprints. They negotiated with the vendors and bought the proper supplies. They built the desk at their center in Flint, and then they broke it down, packed it up, and took it with them to Washington. Yesterday, with a few Allen wrenches, they put it back together again on the White House lawn.

And here it is. Custom-made furniture developed, designed, built and delivered by eight young people, none of whom is older than 20.

Thank you for this wonderful desk. You deserve a big hand.

The work you have done is eloquent testimony to the meaning of the School to Work Opportunities Act. We come together today not only to celebrate the end of a single legislative journey, but also to commemorate the beginning of a new approach to work and learning in the United States. This new law is good for students, good for business, good for labor, and good for America.

Let me begin by honoring the lawmakers of both parties who pulled together and put the national interest above partisan advantage. In Bill Ford and Ted Kennedy, we are blessed with two chairmen who have given decades of leadership to the cause of working people I also want to acknowledge Majority Leader George Mitchell, Senators Simon, Metzenbaum, Wofford, Durenberger, Hatfield and Jeffords; and Reps. Kildee, Goodling, and Gunderson.

We are also lucky to have two cabinet secretaries who work in partnership for America's students and workers. Secretary Riley is passionate, tenacious, and tireless when it comes to education. Secretary Reich's vision has undergirded this legislation and so much else. He's tireless, too: last night, he was on Jay Leno; tonight, he celebrates the 30th anniversary of a successful program, the Job Corps.

And we honor the people who will make this legislation work -- the businesspeople, educators, labor leaders, community activists and public servants who have worked arm-in-arm to forge this plan, and who will work in partnership to implement it.

Most important, we honor the young men and women who have seized the opportunity provided by existing training and apprenticeship programs. They deserve our respect, our admiration, and our thanks. Each of them will receive a certificate from today's ceremony. Let's give them a sense of our appreciation.

By creating this national network of school to work programs, we address the greatest challenge of our times: how to make the dramatic economic changes that are shaking and remaking our world, work for our people. We can revive our economy; we can expand trade abroad; we can create new jobs -- we can do all these things, and more, but if we do not guarantee that our people reap the rewards, then we will have squandered the American dream of opportunity for all.

The last two decades have been tough on working people. International trade and new technologies have opened remarkable new vistas of opportunity for our nation, but they have also pushed down incomes for many of our citizens -- especially the 75 percent of workers who do not graduate from college. In the global economy, as I have said so many times before, what you earn now depends on what you learn. During the 1980s, the gap between the wages of college graduates and high school graduates doubled.

For too long, the United States has been the only advanced nation without a system to provide education, training, and opportunity to young people who don't get a four-year college degree. This was not only hurtful to people -- it was bad for business. Our competitors knew that a skilled workforce was a secret weapon in the contest for economic advantage.

We knew we had to do better. Today, we begin to do just that.

The legislation I will sign in a few moments is innovative in structure yet ambitious in scope. It does not throw money at this problem, or create bloated bureaucracies. Instead, the federal government will act as a catalyst -- bringing together parents and students, workers and businesses, the experts and the doers, to design and implement programs that work at the local level. It will provide development grants for each state to plan comprehensive training and apprenticeship systems. It sets national standards for what these programs must

accomplish. And it provides implementation grants for up to five years to launch these programs.

From a small seed, we expect a nationwide network of school to work programs to grow. In years to come, young people will know with confidence that their learning will not abruptly end when they leave high school; that they are not being thrown into a confusing work world without a compass; that they will be given the opportunity to thrive in the high-tech offices and factories of the future.

The legislation I sign today, important as it is, is only part of what we must do to put our country back on track. Our nation's economic health -- indeed, the very existence of our middle class -- depends on putting in place a system where learning continues from the first day of pre-school until the last day on the job. And this has been a period of real ferment and achievement, supported by strong bipartisan majorities, for our lifetime learning agenda.

Last year, we made it easier for young people to afford college loans, and we launched a national service corps.

Last month, I signed the Goals 2000 legislation. This sets national performance standards for the first time so that every young person graduates high school with real skills and knowledge. I am pleased that Congress is moving so quickly to reform and expand Head Start and federal support for education.

Now we are working cooperatively with the Congress to refine and enact the last significant piece of our lifetime learning agenda -- the Reemployment Act.

The unemployment system was designed for an era when workers often had the same job from high school to retirement. Now, the average worker will change jobs seven times in a lifetime. And in a workplace where ROMs and RAMS and robotics are the rage, there will never be a time when workers don't need to learn new skills. The reemployment act will ensure that every worker is trained, and retrained, and retrained. It consolidates the spaghetti tangle of federal programs, and will open one-stop-shopping so that a worker can walk in off the street and get what he or she needs. There are many details to be resolved, but our goal must be clear. I look forward to returning here to sign that legislation before the year is out.

Today, let us take real pride in what we have achieved. The school-to-work law that I will sign shortly will make a real, tangible difference in the lives of our people. It honors the values of work and achievement that built our middle class and made our nation great. It will give generations of Americans the opportunity their parents and grandparents had before them -- the chance to make a good living, to reach for that brass ring, to achieve the American dream.

Now, let's try out that desk.

Table 1. Statement of Purpose in Existing Federal Education and Job Training Programs with regard to Standards for Students and Youth

National Education Goal #3	Goals 2000	School to Work Opportunities Act	Carl Perkins Vocational and Applied Technology Act	Improving America's Schools Act of 1994 (ESEA Amendments)	Job Training Partnership Act
Student Achievement and Citizenship. By the year 2000, all students will leave grades 4, 8, and 12 having demonstrated competency over challenging subject matter including English, mathematics, science, foreign languages, civics and government, the arts, history, and geography, and every school in American will ensure that all students learn to use their minds well, so they may be prepared for responsible citizenship, further learning and productive employment in our modern economy.	**Statement of Purpose:** Sec. 2 (6)(B) Provide for the establishment of high quality, internationally competitive content and student performance standards that all students will be expected to achieve	**Statement of Purpose:** Sec. 2 (6) Help all students attain high academic and occupational standards	Sec. 2 To make the United States more competitive in the world economy by developing more fully the academic and occupational skills of all segments of the population. This purpose will principally be achieved through concentrating resources on improving educational programs leading to academic and occupational skill competencies needed to work in a technologically advanced society.	**Statement of Purpose:** Sec. 1001(d) To enable schools to provide opportunities for children served to acquire knowledge and skills contained in the challenging State content standards and to meet the challenging State performance standards developed for all children. This purpose shall be accomplished by– (1) ensuring high standards for all children and aligning the efforts of States, local educational agencies, and schools to help children served under this title reach such standards;	Sec. 2 To establish programs to prepare youth and adults facing serious barriers to employment for participation in the labor force by providing job training and other services that will result in ...increased educational and occupational skills

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Table 2. Performance Standards in Federal Education and Job Training Laws

Goals 2000	School-to-Work Opportunities	Improving America's Schools Act of 1994 (ESEA)	Perkins Voc. & Applied Tech	Job Training Partnership Act
Sec.213. National Education Standards & Improvement Council certifies:	Sec. 402(a)(5) Secretaries of ED and Labor establish measures regarding:	Sec. 1111 (b) States will measure:	Sec. 115. States must develop performance measures that include:	Sec. 106. Sec. of Labor, in consultation with Sec. of ED and IIIIS, establishes standards:
Voluntary national high quality & internationally competitive student performance standards that define what all students should know & be able to do.	Academic learning gains.	The proficiency of students in the academic subjects in which a State has adopted challenging content and student performance standards...somtime during grades 3-5, 6-9 & 10-12.	Learning and competency gains, including progress in achievement of basic skills and more advanced academic skills.	
	Staying in school and attaining a high school diploma or a GED or an alternative diploma or certificate (if appropriate for students with disabilities), attaining a skill certificate, and a college degree;		and one or more of the following: Retention in school or completion of secondary school or its equivalent.	Dropout prevention & recovery, secondary & postsecondary school completion or the equivalent. (Secretary may also choose: acquisition of skills & a high school diploma or its equivalent).
	Placement and retention in further education or training, particularly in a student's career major.		Placement into additional training, education, military service.	Enrollment in other training programs, apprenticeships, or postsecondary education, or enlistment in the Armed Forces.
	Job placement, retention and earnings, especially in a student's career major.		Placement into employment.	Job placement, retention & increases in earnings (not mandatory; Secretary may choose).
Sec. 504. Natl. Skill Standards Board endorses level of knowledge & competence required to perform work-related functions within an occupational cluster.			Competency attainment, job or work skill attainment or enhancement (including progress in achieving skills in field or industry for which the student is being prepared).	Attainment of employment competencies (based on factors such as entry level skills & other hiring requirements).
				Reductions in welfare dependency (not mandatory; Sec. may choose).

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Table 3. State Governance Structures Mandated by Federal Laws

	Goals 2000	Improving America's Schools Act (ESEA)	School to Work Opportunities Act	Carl Perkins Vocational & Applied Technology Act	Job Training Partnership Act
State Official/ Agency Responsible for Federal Dollars	State Education Agency	State	Fiscal agent designated by the State in state plan	States must designate or establish a State Board of Vocational Education as sole state agency responsible for administration of voc. ed.	Governor & Agency designated by the Gov.
Advisory Committee/ Governing Board	State improvement Plan developed by a Panel consisting of: . Governor . Chief State School Officer . Chair of State Board of Ed . Chair of appropriate committees of State Leg. . Teachers, principals & administrators . Deans/ Sr. administrators of a college, school or department of education . Teachers' organizations . Parents . Secondary school students . Institutions of higher ed. . Business and labor leaders . Community-based organizations . Organizations serving young children . Local boards of education . State & local health & social service officials . Private schools . Indian Tribes, as appropriate . Rural & urban LEAs . Experts in ed. assessment	None required. State plan must be developed in consultation with . Local Educational Agencies . Teachers . Pupil service personnel . Administrators . Parents . Other staff	None required. State plan must describe how the following will collaborate in implementation of STWO: . Governor . State Ed. Agency . State agency responsible for - employment - job training - postsecondary education - vocational education - vocational rehabilitation . State administrator for vocational education . State Human Investment Council . Representatives of the private sector	State Council on Vocational Education composed of 13 members including 6 who are representatives of . Secondary voc. institutions . Postsecondary voc. institutions . Career guidance & counseling organizations . Special Education & other individuals w/ special knowledge of the spec. ed. & career development needs of special populations 7 who are representative of . Small business (1) . Business member of JTPA State Job Training Coordinating Council . Representatives of organized labor (2) . Other representatives of business, industry, trade associations & agriculture	State Job Training Coordinating Council 30% Government, including . State legislature . State agencies such as -Education -Voc Ed Board -Voc Ed Council -Public assistance -Employment security -Rehabilitation -SOICC -Postsecondary Institutions -Economic Dev. -Veterans' affairs . Units of general local government . 30% Organized labor . 30% Business & Industry . 10% General Public

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Table 4. Local Governance Structures Mandated by Federal Law

	Goals 2000	Improving America's Schools Act (ESEA)	School-to-Work Opportunities Act	Carl Perkins Vocational and Applied Technologies Act	Job Training Partnership Act
Local Entity Responsible for Administering Federal Dollars	Local Educational Agencies or consortia of such agencies	Local Educational Agencies	Local Partnerships under criteria determined by the state	Local or Regional Education Agencies that provide services to secondary school students or adults, Area Vocational Education Schools and Intermediate Educational Agencies, Institutions of Higher Education	Governor must establish local Service Delivery Areas comprised of one or more units of general government with a population of 200,000 or more
Advisory Committee/ Governing Board	Plan must be developed by a panel broadly representative of the diversity of students and community and including . Teachers . Parents . Advocacy Groups . School Administrators . Business Representatives	Plan must be developed in consultation with . Teachers, including vocational teachers . Pupil services personnel . Parents of children in schools served In school-wide programs, plan must be developed in consultation with the local education agency and its school support team or other technical assistance provider	Local Partnership must consist of representatives of . Employers . Local Educational Agencies . Postsecondary institutions . Local educators (such as teachers, counselors, or administrators) . Labor Organizations or nonmanagerial employees . Students May include: . Employer organizations . Community-based organ. . National trade associations . Industrial extension centers . Rehab agencies & organ. . Registered apprenticeship . Local voc ed entities . Proprietary institutions . Local government agencies . Parent organizations . Teacher organizations . Voc student organizations . Private Industry Councils . Indian tribes, Alaska Native & Native Hawaiian entities	Plan must describe methods used to develop vocational educational programs in consultation with parents and students of special populations and coordination with community-based organizations	The Chief Elected Official of each service delivery area must appoint a Private Industry Council with representatives of . Employers (51% or more) . Organized labor & . CBOs (15%) . Educational agencies . Voc Rehab agencies . Public assistance agencies . Economic Development Agencies . Public Employment Service Chair must be from business & members selected from nominations received from interested groups.

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Prepared by Patricia W. McNeil 10/11/94

The California School-to-Career Plan

Pete Wilson
Governor

April 28, 1995

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I. PREFACE

California's State School-to-Career Plan is based on full consensus. The Governor's Task Force of 27 appointees, representing all of the principal policy and political interests in education reform; the Interagency Partnership of staff from the California Department of Education, and the Chancellor's Office of the California Community Colleges; the Employment Development Department; the Work Teams of expert practitioners and the Resource Group of representatives of organizations essential to education reform; and an exhaustive process of public meetings and institutional review, together provide a foundation of broad public participation which is the strength of California's School-to-Career Plan.

This consensus is most effectively expressed in essential policies which have been validated at every step of Plan development. They include:

Commitment to systemic change. California is very clear in its intent to effect fundamental, systemic change in its educational system.

Development of a system for all students. All students means *every* student will have access to California's School-to-Career system.

Coordination among education reform initiatives. School-to-Career, Goals 2000: Educate America Act, and the Improving America's Schools Act must work together toward a comprehensive, integrated educational reform, along with the Carl D. Perkins Vocational and Applied Technology Education Act and the Job Training Partnership Act. Despite inherent barriers within and between these Acts, California will ensure the greatest possible degree of coordination.

Coordination with Economic and Workforce Development. California will ensure close coordination with State and local economic development initiatives and related workforce development activities.

Effective and efficient use of resources. Inherent in education reform is the idea that the resulting educational system must be not only more effective, but more efficient. All financial resources must be focused to support the State's common vision and goals.

These overarching principles have been the basis for the development of this Plan. These principles and the high level of political consensus on them will continue to direct the implementation not only of California's School-to-Career system, but its larger educational reform in the State.

II. EXECUTIVE SUMMARY

IIA. Background

The federal School-to-Work Opportunities Act of 1994 was signed into law in May 1994. It places major responsibility on State government for developing coherent systems of school-to-work, or (as it is called in California), school-to-career transition. California received a development grant from the federal government which set into place a number of actions resulting in this California School-to-Career State Plan.

To help manage the development of this Plan, an interagency partnership was created among the California Department of Education, the Chancellor's Office of the California Community Colleges, and the Employment Development Department, representing the Governor. In late June 1994, the Governor appointed a 27-member School-to-Career Task Force with the charge to provide a School-to-Career Plan to the Governor by October 31, 1994. The preliminary Plan, approved by the Governor on November 18, 1994, was given wide distribution for review by the educational governing bodies, the Legislature, other interested parties, and the public. This California State School-to-Career Plan is based on this inclusive process and reflects the thoughtful suggestions and recommendations of thousands of reviewers.

This Plan notes that the State is initiating its School-to-Career development during a challenging period. The California economy is emerging from a recession. State and local governments are experiencing budget constraints. The public schools are accommodating rapid population growth and increasing linguistic and cultural diversity. These fiscal and demographic realities must be faced. This State Plan acknowledges that California must make more efficient and effective use of limited resources to do a better job of preparing students for an economy which demands that workers have strong academic and career knowledge and skills, are adaptable to change, and are prepared for lifelong learning.

The State brings many strengths to this effort. The Governor and the Legislature have demonstrated their commitment to enhancing California's economic competitiveness. The Governor, the Legislature, the education community, business, and labor are keenly interested in improving education and workforce preparation. Many excellent programs already exist. Efforts are already underway to develop skills standards in a number of high growth, high wage industries. Teachers and parents look forward to better opportunities for the State's huge student population. California is ready to bring all of these strengths together in a statewide School-to-Career system. While California believes it is highly qualified for a federal implementation grant, and can move more quickly to implement systemic change with federal assistance, California is committed to implementation of a statewide School-to-Career system under any circumstances.

IIB. California's Vision

The Task Force believes strongly that a new vision for School-to-Career transition is needed, one based on contemporary economic and social realities. The current array of education and training programs needs to move towards a coherent system based on public-private cooperation. Young students need more and better career guidance. Technology must be integrated into the classroom and made available to students at the worksite. All students must have the opportunity to learn necessary academic skills and the "workplace" skills described in the Secretary's Commission on Acquiring Necessary Skills (SCANS) report (see attached Bibliography). "All students" means every student, including, but not limited to, at-risk students, disabled students, men and women pursuing non-traditional careers, gifted students, students who are college bound, students with limited English proficiency, and those who are economically disadvantaged. These foundation skills should be acquired by most students by about age 16. For those with special circumstances and needs, accommodations and special assistance must be provided. New world-class education standards must be developed which are uniformly high and comparable to the best standards of other industrialized nations, and which measure performance using reliable, objective, academic-based examinations. Developing a strong School-to-Career system should be the first step in a seamless system of lifelong education and employment for Californians, and should result in increased efficiency and effectiveness of California's educational system.

IIC. Summary of Recommendations

The Task Force organized its recommendations in several broad areas. Some of the key recommendations are highlighted below.

IIC1. Career Pathways, Standards and Certification

The initial School-to-Career effort in California will focus on improving "K-12" (kindergarten through twelfth grade) and community college education systems and their connections with the universities, business and labor. The K-12 School-to-Career system must begin in kindergarten through eighth grades, especially in the elementary grades, to orient all students to career awareness and work values, and, at the secondary level, to organize instruction around career pathways, based on the integration of academic and vocational/technical education. These career pathways must give all students, including those who will go on to universities, opportunities for learning not only in the classroom, but also in practical worksite and community settings.

The State will immediately begin a process to decide how high schools will be required to certify that students have mastered the core skills and knowledge they will need to lead full and productive lives. This certification must be coordinated with the development of career entry and advanced level certificates which incorporate industry occupational and professional requirements and the admission requirements

of postsecondary education, including the requirements of the California State University and University of California systems.

IIC2. Local Partnership Development and Demonstrations

Local partnerships will be the heart of the new system for School-to-Career transition. Federal School-to-Work Opportunities Act funds initially will be distributed to partnerships selected on a competitive basis. Within the parameters of this State Plan, the organizational and governance arrangements for local partnerships will be local decisions. The State will fund local partnerships in defined regions, to ensure that California's geographic and social diversity are represented in every phase of the development of the statewide system, but will allow the local partnerships within the regions to define the areas served by their local systems.

Because development resources are limited, initial implementation grants to local partnerships will establish a series of comprehensive demonstration sites, selected based on the comprehensive nature of their proposed systems. Other criteria include their ability to: 1) commit a sufficient amount of funds from a variety of public and private resources, 2) contribute to bringing school-to-career to scale, and 3) support the overall goal of representing the diversity of the State. These demonstration grants will be supplemented with a second tier of grants to selected resource sites to develop specific system components. These demonstration and resource sites will provide the knowledge base needed to implement the system statewide. However, the State will provide all interested communities, not only the demonstration and resource sites, with technical advice, assistance, and materials in areas such as staff development, partnership formation, resources management, integrated curriculum and articulation between segments.

IIC3. The Roles of Business and Labor

A new School-to-Career system will demand much greater involvement by employers and workers and the development of a new and expanded "infrastructure" to sustain that involvement. Part of the State's administrative responsibility will be to establish several committees, including a committee to encourage participation by employers and labor. Selection of demonstration sites will be determined in part by the quality of business and labor participation and the access this participation provides to current and appropriate technology. The State must develop policies regarding incentives for business and labor participation early in the implementation of School-to-Career in California. These policies will encourage small and large employer involvement, as well as the use of government and non-profit agencies for worksite education.

IIC4. Accountability

The State will hold local partnerships accountable for the commitments on which their subgrants are based. Initially, demonstration sites will be responsible for the development and operation of effective partnerships and programs, leveraging and redirecting funding, ensuring fiscal responsibility, and meeting goals for the number of

students to be served; resource sites will be accountable for the satisfactory development of specific system components. But, in the long term, it is essential that local systems be judged primarily on the achievement of the individuals served, as demonstrated by performance on reliable, objective, academic-based examinations and transitions to work, training or higher education. To begin the development of a statewide system, the State will identify the basic measures it will use to evaluate local systems, but require the local partnerships to define how they will assess system performance. The experience of local partnerships will be incorporated into effective statewide performance measures which are integral to California's School-to-Career system.

Recognizing the complexity of developing a performance-based system, one which rewards strong performance and corrects weak performance, the Advisory Council will form a special System Evaluation and Accountability committee as part of the continuing State-level implementation process.

IIC5. Collaborative Administration and Implementation

Policy direction for the development of California's School-to-Career system will be provided by a high-level advisory body (as defined in the next section), with representation from the key interests involved in the School-to-Career system, as the basis for continued State-level collaboration. This advisory body, referred to in this Plan as the Advisory Council, will make policy recommendations to the Governor, the Legislature, the education and training governing bodies, and other interested parties. This structure will be reviewed throughout the implementation period and revised, if necessary, to address changing circumstances. To administer new federal funds, the collaborative process among the key partner agencies will continue. To continue work on key issues which are not yet resolved, special committees reporting to the Advisory Council will be established in the first year of implementation. They will include subject matter experts and representatives of key interests. The four committees to be established are: Student Standards and Assessment; Employer and Labor Involvement; System Evaluation and Accountability; and Education Issues and Practices. During the period of the implementation of the statewide School-to-Career system, there will be extensive discussion and review of the governance of education, employment and training programs by elected and appointed officials and many interested parties. However, California will ensure that issues of governance will not delay action to improve coordination of education programs and initiatives, and between education systems and other workforce development programs.

Implementation of California's School-to-Career system will be completed no later than five years after federal approval of this State Plan and receipt of federal funding. Federal funds will be used to continue State planning activities, to draw together resources and existing efforts relevant to School-to-Career, to formulate a common policy framework under which the State system will operate, to expand the development of local partnerships, and to fund demonstration and resource sites. During years four and five of implementation the State system will be implemented in every school and community college.

III. INTRODUCTION

The federal School-to-Work Opportunities Act of 1994 was signed into law on May 4, 1994. It is an ambitious law which places major responsibility on state government for implementing coherent systems of school to career transition. In order to create a system, California applied for and received a development grant in early 1994. As a result of this grant, several actions were taken to prepare this State Plan.

The first step was to establish an Interagency Partnership which brought together key staff from the California Department of Education (CDE), the Chancellor's Office of the California Community Colleges (COCCC), and the Employment Development Department (EDD), representing the Governor. This group reflects the informal collaboration already established among the Acting Superintendent of Public Instruction, the Chancellor, and the Director of EDD, and created an ad-hoc management structure to coordinate the State's School-to-Career planning process, and development of a State Plan and implementation grant. The recently-elected State Superintendent has continued the Department of Education's support for this partnership.

The second and most vital element of this process was the Governor's appointment, on June 29, 1994, of a 27-member Governor's School-to-Career Task Force which was given the charge to provide policy recommendations regarding the development of California's statewide School-to-Career system. This Task Force includes representatives from all of the educational governing bodies and agencies, other key departments of State government, and organizations and individuals representative of the major School-to-Career interests and California's diversity.

California recognizes the complexity of moving a large and diverse state towards systemic reform and the substantial leadership and collaboration that will be required among State government, education and its classroom practitioners, parents, industry and labor throughout the development and implementation of its School-to-Career system.

The Task Force has been supported in its work by the Interagency Partners, who began development of a Preliminary State Plan through six Work Teams of local practitioners and other experts who made recommendations regarding specific components of the system. A Resource Group, made up primarily of representatives of associations and other organizations with interests that relate to School-to-Career issues, was appointed by the Task Force to comment on material developed by the Work Teams. Additional information was obtained for the Preliminary State Plan through five Town Hall meetings held throughout the State, and a statewide Teleconference.

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*While the federal act uses the term" school-to-work," California has chosen to use "school-to-career," reflecting California's vision of a system which serves all students, including those who will continue to colleges and universities.

Following the Governor's approval of the Preliminary State Plan, it was released on November 18, 1994, for an extensive public review process which concluded in mid-January 1995. This public process included: 27 public meetings held in locations throughout the State; meetings with representatives of interested organizations; a second statewide video conference; and review by the educational governing and advisory bodies, professional organizations, organizations representing persons with disabilities, the State gender equity coordinator, other interest groups and many State and local practitioners. The major issues and concerns identified through the public review were brought to the School-to-Career Task Force on January 30-31, 1995, for resolution; these decisions, and many specific suggestions made by commentors in the review process, were incorporated in this State Plan.

Part II of this Plan provides some essential background on the California context--its economy and changing demographics, the strengths and limitations of current school-to-career efforts, and a summary of the key components of the federal School-to-Work Opportunities Act. Part III describes California's vision for a School-to-Career system. Through answers to a series of questions, it presents the foundations of the State School-to-Career system.

Part IV, Design Elements, provides greater detail on the basic elements of the State Plan. In some cases these elements require immediate action. In other cases, California recognizes the complexity of the issues and will undertake continuing work to develop consensus and identify solutions, starting with the work of the committees discussed earlier. Fundamental to this is California's commitment to the continued active participation of all concerned institutions, organizations and individuals in every aspect of the development of its statewide School-to-Career system, while providing guidance to those who will carry out the work of the Plan.

The final section describes the processes needed to develop a full School-to-Career system in California over the next five years.

IV. BACKGROUND

In developing a plan for School-to-Career transition for California, the Task Force began by looking at the realities of California in 1994 and continuing into the next century--its large and diverse population, its expanding economic challenges, and the status of its current education and training programs. These realities are reviewed here as background for the system elements and development processes which follow in subsequent sections.

IVA. California's Diverse and Growing Student Population

With a population of 32 million, a growth rate twice the national average, and almost half of the immigration into the United States, California's size and diversity create numerous challenges, especially for public education and workforce development California may now have the most diverse population in language and ethnicity of any society in the world. This diversity is dramatically illustrated by the changes in the

State's population between the 1980 and 1990 censuses. While the overall population increased by just over 25 percent, growth in Asian/Pacific Islander and Hispanic population groups were about 118 percent and 69 percent, respectively. Non-white and ethnic minority groups now make up about 43 percent of the total State population. California is enriched by this diversity, but also must meet the needs that diversity creates for schools. Schools must effectively serve student populations which include dozens of languages, many students who have a limited ability to speak English, and students who have widely different cultural attitudes toward education.

California's population explosion in the past two decades has had dramatic effects on California's public education system. The K-12 student population has been increasing at approximately twice the rate of population growth. In the decade since 1983, more than one million additional pupils, constituting a 20 percent increase, were added. Public school enrollment in 1992 totaled nearly 5.2 million students, almost twice that of the next-largest state, New York. The proportion of non-white students in California's public schools has increased from about 25 percent in the late 1960's to more than 50 percent today. Students of Hispanic origin now constitute one-third of all public school children in the State. Between 1983 and 1992, the number of limited English proficient students more than doubled and now constitutes more than 20 percent of all students.

IVB. The California Economy

California's economic situation is particularly challenging. California has been experiencing the same profound economic changes which affected the rest of the nation, but the effects have been deeper and have lasted longer. Because California comprises several regional economies, these economic effects have been disproportionately severe in some areas of the State, for reasons that include:

- business downsizing through layoffs of low-skill production workers as well as middle management;
- downsizing and closure of military bases;
- introduction of new technologies that often replace both entry level jobs and also more traditional manufacturing jobs;
- the loss of manufacturing jobs to overseas competitors;
- environmental laws and regulations severely affecting resource-based industries;
- an almost continuous series of natural disasters.

The most recent recession generated lingering unemployment (see chart 1 in the Appendix - Recessions Compared). Because of California's previous success in securing defense-related research and manufacturing contracts, the effects of national cutbacks in these sectors have been especially severe. The California economy experienced an actual net loss of more than 500,000 non-farm jobs between mid-1990 and mid-1993. Although more than half of this job loss has been recovered, the service sector is the single sector of the California economy that has had significant growth (see chart 2 in the Appendix - Employment by Major Industry). The State's unemployment rate has exceeded national levels by about two percentage points for almost three years, first hovering near nine percent, then declining to more than seven

percent, then increasing again to over eight percent (see chart 3 in the Appendix - California vs. U.S. Unemployment Rate). These recent improvements in the State's economy indicate that real recovery is underway but not yet achieved.

In spite of recent challenges, the long-term (i.e., ten year) outlook for the California economy is one of strong growth potential. California has not experienced a broad-based or permanent loss of economic strength. California's job growth will also be determined by the size and composition of national job growth and the share of those new jobs that will locate in the State. The growth in employment nationwide is clustered in industries within which California already has a large base of activity and a strong competitive position. Several key developments enhance the State's long-term outlook. These include:

- continued reform of State and local regulatory practices;
- efforts to reduce the cost of doing business in California;
- access to and linkages with Pacific Rim countries;
- robust export performance of the California economy (see chart 4 in the Appendix - Top California Exports);
- an outstanding higher education system linked to exceptional research and development capacity;
- the State's reputation as a high-technology center;
- Trade and Commerce Agency initiatives to recruit and retain high quality, high-wage industries;
- our competitive position in relation to new international trade agreements;
- leadership in emerging entertainment, media and telecommunication industries.

During the next ten years, California's growth in jobs and income is now projected to be led by five emerging sectors: high technology, media/telecommunications, tourism/entertainment, foreign trade, and professional services. Each of these sectors is already an area of strength in the California economy, and through the recent tough economic times, the State's share of U.S. activity in these sectors has remained at high levels, with above-average growth prospects in world and national markets.

The rapid growth in California's population and labor force necessitates special efforts to attract, support, and retain high-skill, high-wage businesses. Improvement in the overall quality of California's workforce is a vital component in economic development. In turn, California's School-to-Career system will be a long-term investment in a highly-skilled, adaptable workforce. By successfully matching the skills of the emerging workforce with the needs of California's growing economy, the School-to-Career system may be the most essential ingredient for ensuring the State's

competitive edge in an increasingly global economy. Finally, the systemic change in the way California provides education to prepare all young people for lifelong learning, higher education, and high-skill, high-wage careers may be the most important component of California's economic growth.

IVC. A Summary of California School-to-Career Programs Today

Improving public education is a priority for California's citizens. California takes pride in many innovations in its education system over the past decade. These innovations include: the development of nationally recognized curriculum frameworks; extensive, high-quality staff development networks which have reached thousands of teachers; the nation's largest charter school experiment; the development of objective, academically-based examinations to measure student performance; and growing consensus that substantial systemic changes are needed in K-12 education.

Several recent California reports offer guidance for accomplishing systemic reform, including the Department of Education's high school reform report, Second to None: A Vision of the New California High School; the California Business Roundtable's Mobilizing for Competitiveness; the report of the Governor's Council on Competitiveness; Rediscovering Education, Creating Schools for the 21st Century, a program developed by the Teachers of California; and the recent report on the community colleges' role in workforce development, Choosing the Future. (See attached Bibliography.) These reports reflect the growing public discussion of education and job training systems, and provide a foundation for development of this Plan.

The new School-to-Career system will build on and integrate a range of promising School-to-Work programs currently operating in the State, many of which already contain some of the program elements of the School-to-Work Opportunities Act. These include:

Tech Prep: California's Tech Prep program is jointly administered by the California Department of Education and the Chancellor's Office of California Community Colleges. Local Tech Prep programs have been established in all areas of the State by consortia of community colleges, high schools, businesses and labor. Programs currently operate in all 72 community college districts and in more than half of the State's eight hundred-plus high schools. Tech Prep links high school and community college through sequences of academic and technical instruction leading to an associate degree and qualification for technical level employment.

Partnership Academies: California's Partnership Academies served as a prototype for what are known nationally as Career Academies. These academies, which operate in grades 10-12, link high school and businesses, integrate academic and vocational education, and establish schools-within-schools, largely for "at-risk" students. More than 50 such academies now exist across the State.

Community Classroom and Cooperative Vocational Education: The State's 72 Regional Occupational Centers/Programs (ROC/P) offer community classroom

programs which provide unpaid "on-the-job" training that is directly related to students' instructional programs. In addition to the ROC/Ps, high schools and community colleges offer work experience education and cooperative vocational education which provide paid work experience related to students' classroom instruction. Under both community classroom and cooperative vocational education, students spend a substantial part of their instructional program in worksite learning under employers' supervision. The on-the-job portion of a student's program is governed by a training contract with the participating business.

WorkAbility/School-to-Work Interagency Transition Partnership: Annually, over 60,000 students and adults with disabilities receive services under the WorkAbility programs, as well as through the School-to-Work Interagency Transition Partnership (SWITP). These programs serve secondary special education students, out-of-school youth, and Department of Rehabilitation-eligible community college and California State university students. These programs all include worksite learning and may, in addition, include a wide range of counseling and employment preparation services.

Youth Apprenticeship: Youth apprenticeship programs exist in California in four industries: construction, printing, health care, and hospitality/tourism. These pilot programs combine many of the features of career academies and Tech Prep programs, while expanding the employers' role in helping develop curricula, providing work experience, and setting standards.

In addition, California has a number of other school-to-work transition programs in various stages of development and implementation. These include school-sponsored enterprises, service learning programs and business-education compacts which operate in various locations throughout the State. The California Conservation Corps (CCC) also provides year-round and seasonal work-based learning, through paid or unpaid work experience, for in-school youth and those in transition from high school to employment or postsecondary education.

Adult Education: Those aspects of adult education which address the focus of this Plan, that is, K-14 education, with linkages to the universities, business and labor, are essential to an inclusive School-to-Career system. For example, alternative high school programs provide opportunities for high-risk students to participate into local School-to-Career systems.

These programs and models exist within a public education and training infrastructure which includes extensive vocational education instruction provided by secondary schools; the nation's largest and most comprehensive community college system, which offers technical and professional programs for virtually all careers; a world-class university system; federal-and State-funded job training programs; a Job Service program closely linked to economic development and job training; and a comprehensive local Labor Market Information program. This education and training infrastructure has a wide base of support among local businesses, the statewide business community and organized labor.

This education and training infrastructure and programs have much to offer as a basis for implementing California's School-to-Career system, but they are not well

coordinated and do not comprise a coherent statewide system. The lack of coherent planning and coordination of resources and programs, and the plethora of governance, policy and advisory boards, are among the major challenges facing the State in developing a new School-to-Career system.

IVD. The Federal Initiative and California's Response

The federal School-to-Work Opportunities Act of 1994 establishes a national framework for the development of school-to-work systems in the states. These systems are to offer all students the opportunity to participate in rigorous performance-based education and training programs that will provide them with a foundation of academic skills and knowledge, enable them to earn portable credentials, prepare them for first jobs in high-skill, high-wage careers and increase their opportunities for further education, including four-year colleges and universities. The systems developed from the Act are to be part of comprehensive education reform and are to integrate with systems developed under the Goals 2000: the Educate America Act, which includes the National Skills Standards Act of 1994.

To stimulate states to develop school-to-work transition systems, the Act provides federal funds as venture capital, or seed money, to underwrite the initial costs of planning and establishing statewide school-to-work systems. It is essential that this concept be clearly understood and integrated into every aspect of the development of local and statewide School-to-Career systems: federal money is very limited in amount and duration, and can only be used, and used effectively, to accomplish systemic change, not to enhance programs. These federal funds are awarded on a competitive basis. Eight states received implementation grants in 1994; approximately 15 more are expected in 1995. During the past four years, California has been working to develop collaboration among the key partners in a State School-to-Career system--the Governor, the Legislature, the Superintendent of Public Instruction, the Chancellor's Office of the California Community Colleges, employment and training agencies, and local officials, as well as the business and labor communities. An effective, comprehensive School-to-Career plan cannot be implemented without such collaboration. This State Plan will become the core of California's application for these implementation funds, which will be available for up to five years. Permanent public funding must come from a redirection of education and training resources. This redirection can be achieved in part through local initiative, but may require State legislation to be fully achieved. Private support, including in-kind services, also will play an important role. School-to-Career funds will not be used to support existing or new programs; to do so would create an expectation of longer-term funding which cannot be met, and would divert extremely limited School-to-Career funds from their critical (and legally mandated) use, to support systemic change.

The Act defines the framework for any school-to-work program by requiring three components: school-based learning, work-based learning, and connecting activities.

The school-based learning component is to include:

- Career exploration and counseling;

- Selection by the student of a career major no later than grade 11;
- A program of study to meet standards and obtain a skills certificate;
- Instructional curricula that integrate academic and vocational learning:
- Special accommodations to ensure the inclusion of all students, specifically those with special needs;
- Regularly scheduled evaluation of students; and
- Procedures to facilitate the transfer of students among career pathways in school-to-career systems as well as to facilitate their entry into additional training or postsecondary education.

The work-based learning component requires the active involvement of employers in order to provide:

- Worksite learning experiences;
- A planned program of training and work experience leading to mastery of skills at progressively higher levels and to the award of skills certificates;
- Workplace mentoring;
- Instruction in general workplace competencies; and
- Broad instruction in all aspects of an industry.

Connecting activities are designed to facilitate the other two components, and include:

- Matching students to employers for work-based learning experiences;
- Providing school and worksite mentors to act as liaison for employers, schools, and students;
- Providing technical assistance and services to employers and others;
- Helping program completers to find appropriate jobs or additional training opportunities; and
- Collecting and analyzing information on post-program outcomes.

In addition, the Act provides a fourth, equally fundamental, mandate for change, in requiring performance-based systems.

California began planning for implementation of its School-to-Career system in the Fall of 1993. The federal government expects states to provide the needed leadership to local communities, which, in turn, are expected to organize local school-to-career systems under local partnerships. Federal implementation funds--or "seed money"--will be distributed by the State to localities after the State has received an implementation grant. Some federal funds have been distributed directly from the federal government to local communities on a competitive basis. Local partnerships in San Diego and Tulare County were among 15 such communities recently chosen for direct grants in the absence of an approved State Plan. The Compton and Riverbank school districts, in Los Angeles and Stanislaus Counties respectively, were among 26 communities nationally that received high-poverty grants.

V. CALIFORNIA'S VISION FOR A SCHOOL-TO-CAREER SYSTEM

In the Fall of 1993, statewide leadership from government, industry and education articulated a vision for education and training in California, a vision which was conveyed in the State's proposal to the federal government for funding to develop a new "school-to-career" system for all students. The vision statement set long term goals for the State, and made the following major points:

- Many of California's educational and job programs and practices were developed to meet the needs of an earlier era and a different population. The key to planning for the future is agreement among policy makers and the public about a new vision based on contemporary economic and social realities. Emerging technologies, the information explosion and global competitiveness have dramatically affected the State's employment picture; education and training must respond to these rapid changes.

- The State's educational institutions, job training programs, and employment services must form a coherent system based on public-private cooperation. Education and training are an essential part of broader State, regional, and local plans for economic development.

- K-8 education is a vital element in preparing students for lifelong learning and employment. Grades K-8 also must provide early identification and the provision of services needed to meet the special needs of all students, including at-risk and under-represented populations. In the elementary and middle school years, all students need to receive a rigorous academic foundation, to become aware of career possibilities, and need to receive strong career education and guidance, in coordination with parental and other family support, about how to plan their futures. At the high school level, these services must be expanded to include job shadowing, mentoring and worksite education to participate in career pathways.

- All Californians must have the opportunity to learn necessary academic skills and the attitudes that are the foundation for successful careers, as described in the Secretary's Commission on Achieving Necessary Skills (SCANS) report. Students should master this foundation early, by about age 16, in order to make successful transitions to additional education and career preparation. A solid foundation of academic skills is vital to a School-to-Career system which serves <u>all</u> students, including the college-bound, and which will eliminate tracking by providing choices at each step of the learning process. Schools, community colleges, universities, labor and businesses together will offer both practical experience and academic training to help students start careers of their choice in different industries, professions, the arts or community service. This School-to-Career system will be based on the expectation that learning is a lifelong process

- Standards will be uniformly high, fully comparable to the best standards of other industrialized nations.

- Some students will need special accommodation and support to succeed. The new system must provide them with opportunities for quality education so that they can achieve literacy, acquire high skills, and upgrade them over a lifetime. Realizing this goal means that drop-outs, inadequately prepared high school graduates, and a much higher proportion of the four to five million functionally illiterate Californians must have a second chance at quality education. Adult education programs are an important part of the School-to-Career services to these groups. Existing laws, such as the Improving America's Schools Act (the reauthorization of the Elementary and Secondary Education Act) and the Job Training Partnership Act, also are directed to these needs and must be incorporated into planning for the State's School-to-Career system.

- California's long-range goal is a thoroughly literate society and a full-employment economy, with broad and deep distribution of high-skill, high-wage jobs.

During the past 12 months, these basic tenets for a new system guided the work leading to this report. The Governor's Task Force focused on expanding the vision into a comprehensive, achievable plan for implementation in California. That plan is presented here through an expanded vision statement, and further explained in the Design Elements section which follows.

VA. School-to-Career: The First Step in a Seamless System of Lifelong Education and Employment

California's emerging system should be built upon existing efforts to reform education and workforce preparation. The major state reports referenced earlier are among those that provide substantial guidance on the directions to follow. While the long-range goal is a seamless system of education and training, beginning in the early grades and continuing through much needed adult training and re-training, the initial School-to-Career focus will be on improving K-14 education and their connections with universities, business and labor. The basic elements of a reformed secondary education, as described in Second to None and other recent thinking about reshaping the State's high schools, include:

VA1. Academic Mastery by about the Tenth Grade

By about the tenth grade, all students will be expected to master the common core of academic reasoning and interpersonal skills they will need to lead full and productive lives in the 21st century.

VA2. Career/Program Majors

After demonstrating mastery, all students will have the choice of a range of career or program majors that provide a transition from school to career-entry positions in the world of work or to more advanced education leading to Associate or Bachelor degrees. For many students, these majors will be a continuation of earlier "career

pathways" programs which provide effective career guidance and knowledge. These program majors, or career clusters, will eliminate tracking since they will serve students with a broad range of higher education and career goals and will allow for easy movement and choice between career clusters, majors and programs. For this vision to be realized, it will be necessary to re-examine current course approval procedures for admission to the University of California and the California State Universities. This review of college admission requirements is a key element in achieving greater articulation between educational segments and in integrating academic and vocational education.

VA3. Integrated Academic and Vocational Curricula

The School-to-Career transition programs will integrate academic and vocational curricula. Limited experience in attempting such integration has confirmed the importance of this major shift in the delivery of quality education, while also revealing how much work will be required to accomplish it.

VA4. Linking School-to-Career with Higher Education, Industry, and the Employment Training Community

The transition programs will be offered primarily by high schools, community colleges and ROC/Ps. Four year colleges also have an important role in helping to develop School-to-Career programs, in developing effective articulation policies, and in preparing new teachers and providing professional development for experienced teachers. It is essential for transition programs to involve the active participation of business and organized labor, as well as community agencies and employment and training programs.

VA5. Program Models

As discussed above, several models of transition programs have been developed in California, but the State will not attempt to dictate which model best suits local conditions. Indeed, local partnerships may incorporate more than one program model and use any program or combination of programs to initiate partnerships and begin the process of systemic change.

The federal School-to-Work Opportunities Act provides California with an opportunity to focus and accelerate education reform efforts underway in the State, and to better relate education to broader workforce development and economic development efforts. Although educators, business and government have made strides in formulating a school-to-career vision, they must make hard decisions and take concrete actions at the State and local levels in order to implement this system. An essential part of this change at the local level is the active engagement and support of parents. It is equally important to have the participation of all local interests in the State activities leading to a statewide School-to-Career system. The School-to-Work Opportunities Act implementation grant will provide "venture capital" to stimulate the

development of a statewide School-to-Career system supported by redirected funds. Local systems will demonstrate how to develop, implement and bring to scale solutions to California's complex educational challenges.

In summary, California's system will be built on current strengths and the use of federal implementation funds and redirected existing resources to create systemic educational change that is linked to economic and workforce development. Systemic change requires re-examining all aspects of education and employment and training programs, and modifying educational systems, service delivery and administration as necessary to meet the needs of California's students and economy.

VB. The Task Force has established the following fundamental policies as the foundation for California's School-to-Career systems

These policies are presented as responses to questions. In some cases, these policies are specific and will be implemented beginning with the inception of California's system; in other cases, a framework for policy change is given, along with a recommended process for determining the policy changes needed and the means to effect them.

VB1. Accelerating the Pace of Reform

How will the State accelerate the pace at which schools develop and implement the school-to-career systems?

California has set a deadline for full, statewide implementation of its School-to-Career system: no later than five years from the adoption of this Plan. By the conclusion of this period all California schools will be part of the statewide School-to-Career system, and all students will have the opportunity to participate in the statewide School-to-Career system. The initial benchmarks for statewide implementation will be identified in California's Implementation Grant Proposal, and will be reviewed continuously to measure progress and set future milestones. The School-to-Career Advisory Council will develop and propose incentives and sanctions to ensure that local partnerships will establish and meet schedules which support the State schedule. It is critical to the success of California's system that, by the end of this period, every student will have the opportunity to learn fundamental skills and habits of mind that are the foundation for successful careers and full participation in our pluralistic society--reading, writing, calculating, communicating, working with people from different ethnic and cultural backgrounds, appreciation of the humanities and arts, love of learning, scientific reasoning, critical thinking, adaptability to change, computer literacy, self-esteem, and a positive work ethic. School-to-Career systems should begin in grades K-8, with young students expected to master this foundation early, by about age sixteen, and continue an educational program which meets rigorous academic standards and provides access to career preparation. The present tracking of high school students to college preparation, with high academic expectations, non-college bound education,

often with unclear expectations and uneven academic preparation, and vocational training for an entry-level job, must be eliminated.

In policy terms, all students should be:

- Required to demonstrate mastery of a common core of academic reasoning, and interpersonal skills necessary to be successful in the 21st century. Those students who have difficulty demonstrating mastery of this core by the tenth grade should be provided with special assistance matched to their learning styles.

- Required to select a career or program major that offers early career awareness, counseling, and the choice of an instructional program that will lead to further academic work or career entry.

- Certified for the successful completion of a School-to-Career program. This certificate will give a clear statement of what students know and what they can do.

VB2. Effective Local Programs

How will the State promote the development of effective local School-to-Career systems?

This State Plan calls for the integration of academic and vocational curricula, opportunities for community or worksite education, and the integration of school-based learning and work-based learning. This redesign of schooling is hard to achieve in practice, particularly since California is committed to having all students--"college-bound", "non-college bound," and special population students--included in the State's School-to-Career system. Educators must develop new approaches appropriate to achieving these high standards, and they will need assistance and support to do this. The Task Force recommends that:

- The federal implementation grant will be used to assist all interested communities in their efforts to build local partnerships. This will be accomplished by developing needed State infrastructure (e.g., certification procedures and State-guided curricula which integrate academic and vocational education); launching a major, statewide technical assistance and staff development effort; assisting local partnerships in redirecting existing resources and identifying additional resources; and providing grants to some partnerships that are not ready for demonstration grants but can benefit from funds to develop key system components.

- The State direct funding for the development of local School-to-Career systems to localities which are able to serve all students, leverage and redirect existing funds, show the most promise to accomplish comprehensive, systemic change, and are most likely to provide the State with evidence of what works best in different settings. The State will work closely with these demonstration sites to integrate their experience into the statewide system and help to inventory training resources. These sites will be funded not to operate "pilot" programs, but in order to <u>implement systems</u> in their own areas in order to expand statewide coverage of school-to-

career systems, and to develop and demonstrate, through operation, all of the elements of a State School-to-Career system which will serve all of the State's diverse populations and areas. These demonstration sites will have important responsibilities to provide technical assistance to other sites, to act as mentors, and to begin to bring California's School-to-Career system "to scale."

- The local School-to-Career systems will operate under State guidelines that require essential elements for all programs, but otherwise will not be regulated as to how they are developed. The local systems will be assessed, evaluated and held accountable for performance.

VB3. Accountability

How will the State ensure that local systems are effective and meet State guidelines?

The School-to-Career system will rely on a careful balance between broad but clear State guidelines and local initiative. Education and business leaders agree that a centralized or uniform statewide system with narrowly prescribed means for delivering education and training would not be effective in California. Such a system cannot accommodate the many organizational and structural differences in local institutions, nor can it deliver quality education and training to the diverse students and communities that make up this multi-cultural State. Laws and regulations have too often stifled local creativity and have failed to reward creative approaches. Program performance has too seldom been measured and ineffective programs have too seldom been modified or eliminated. To accomplish the balance between local control and the State imperative to provide all students with quality education, the Task Force recommends the following:

- All local School-to-Career systems must be required to use performance-based measurements of student outcomes, based on rigorous, objective, academic based exams, and must ensure that these measures provide access to services for all students.

- The basis for these outcomes must be academic and industry-based standards that are benchmarked to world-class levels.

- A system of incentives and sanctions for the performance of local School-to-Career systems must be established.

VB4. Business and Labor Participation

What steps will be taken to ensure the participation of business and organized labor in a School-to-Career system?

The school-to-work transition programs now operating locally in California include employer and organized labor involvement in varying degrees, but a massive expansion of this involvement will be necessary to implement a statewide School-to-

Career system. California's School-to-Career system will emphasize extensive employer participation in developing curricula, skill standards and certification processes, and by providing worksite mentoring and sufficient high-quality, paid worksite education opportunities to develop a highly skilled workforce. Organized labor will bring valuable experience in job training and apprenticeship programs, and assist in worksite mentoring and the development of skills standards and certifications.

California's subgrant process will require that all local partnerships include educators and parent organizations, business and organized labor, and will have the choice of including non-represented employers and employees. In this State Plan, the term "business" includes both unionized and non-unionized employers. Local partnerships must demonstrate extensive industry and labor participation, and serve as models for the statewide School-to-Career system. California will use a portion of the federal implementation grant to provide administrative support to a committee which will address employer and labor participation. California also will determine incentives and assistance that it might provide to expand industry and labor involvement.

VB5. School-to-Career Administration

How will the State administer the School-to-Career implementation grant and the subsequent School-to-Career system?

In order to continue the collaborative process begun during the current planning period, the Governor will appoint a new advisory body, referred to in this Plan as the "Advisory Council," with broad representation comparable to the Governor's School-to-Career Task Force. This body will advise the Governor, the Legislature, the educational governing boards and other interested parties. Its other functions will include recommending the expenditure of School-to-Career funds, and advising on coordination among workforce development and education reform initiatives. This body also will be empowered to organize special committees to deal with issues and system components which require long-term development and broad public participation. A detailed description of these Committees is in Section IV.H.

California must develop a common policy focus and a framework for coordinated actions to deal with education and training issues, particularly as they are linked to economic development. This can be accomplished in part by ensuring that there is an alignment between School-to-Career and other related initiatives now underway. These include the major federal education reform efforts, including Goals 2000: the Educate America Act, Improving America's Schools Act (formerly the Elementary and Secondary Education Act), and the Carl D. Perkins Vocational and Applied Technology Education Act. In addition, the Advisory Council will coordinate with other workforce development efforts, such as the "one stop" job training, referral and services initiative; various State and federal initiatives aimed at retraining incumbent workers and improving labor market information; and other workforce development efforts, including State Senate Bill 1417, which requires that the State Job Training Coordinating Council study and recommend improved coordination of all workforce preparation programs. How best to ensure the needed coordination among all workforce development programs--education, employment and training--is beyond the

scope of the School-to-Career Advisory Council. However, the Advisory Council will make recommendations on the coordination of California's School-to-Career systems with workforce initiatives to the Governor and relevant agencies, recognizing their constitutional and legal governance authorities.

VC. Overview of Action Plan for Implementation

The vision statement proposes a series of steps to build on California's current strengths and pave the way for systemic reform leading to a statewide School-to-Career system. Local demonstrations can resolve uncertainties and develop models of school-to-career for the diverse conditions characteristic of the State. Concurrent with the development of local demonstrations, the State will provide technical assistance and policy incentives to permit all localities to implement School-to-Career systems. Some critical State-level policy decisions must await the evaluation of these demonstrations. However, other crucial administrative and legislative actions must be taken in parallel with the local demonstrations and State-led technical assistance effort, in order to establish the framework for a statewide system.

The following is a summary of an overall action plan for the demonstrations, administrative actions and proposed legislative debate. During the first phase of the five-year federal School-to-Work Opportunities Act implementation grant, funding will be used for the development of local systems through subgrants to demonstration and resource sites and for technical assistance to all areas of the State. Full-scale implementation of California's School-to-Career systems will follow demonstration of all elements of the system and enactment of legislation, and will be complete at the end of the five-year implementation grant. These two phases of system implementation are a continuum which has already begun, in the form of the many effective school-to-work programs already in place and the direct school-to-work grants approved for four partnerships in California. Work on this continuum will culminate, in a fully operational statewide system established in law that is in place in all schools and available to all students.

VC1. Local Demonstrations

During the federal implementation grant period, money designated for local system development will be used primarily for grants to local partnerships. A competitive grant process, using a State-developed Request for Proposal, will be established beginning in the Summer of 1995 to enable grants to be awarded by late 1995 or early 1996. A number of local partnerships will receive implementation grants to demonstrate local School-to-Career systems or to develop specific system components. Additional grants will be awarded to other partnerships so that the beginnings of a more comprehensive system can be implemented gradually, based on the experiences of the initial local School-to-Career systems.

These initial local School-to-Career systems will provide solutions to difficult problems and uncertainties in developing career pathways, in restructuring education to integrate quality academic and vocational curricula, in reallocating all local resources

and in forging inclusive working partnerships. Most importantly, these demonstrations will show how the new School-to-Career system will become a vehicle for delivering education to all students. These solutions will guide the formulation of more general State policies, technical assistance and staff development. Therefore, evaluations directed to the development of policy will be built into the demonstrations. Local partnerships which receive grants also will have important responsibilities to provide technical assistance and mentoring.

From the broader statewide technical assistance effort and local demonstrations, California will gain the information to make comprehensive State policy decisions for statewide implementation. Thus, a primary goal is to put into place the comprehensive legislation and administrative policies needed to establish the common policy framework for a statewide School-to-Career system. Examples of such policies are discussed below.

VC2. Administrative Actions

The vision statement proposes a variety of administrative actions that are needed either to facilitate the local demonstrations or develop broader School-to-Career policy. Some actions must be taken immediately, either prior to, or no later than, the award of a School-to-Work Opportunities Act implementation grant to the State. These include the establishment of the Advisory Council to oversee implementation and the formulation of the procedures for granting funds to local School-to-Career systems, as well as decisions to request federal waivers to facilitate effective coordination of programs and funding at the local level.

Other actions will be started within the first year of the School-to-Work Opportunities Act implementation grant. These include the establishment of committees for development of standards, certification processes, assessment measures, procedures to ensure accountability and the participation of business, labor and the education community. Other necessary actions include the establishment of collaborative arrangements for technical assistance and staff development, and the procedures for stimulating business and labor involvement in local School-to-Career systems. The aim of these steps is to develop the capacity, coordination and collaboration at the State level to integrate the methods developed through local demonstration sites into a statewide system.

VC3. Legislation

The Legislature will play an essential role in the implementation process. Legislation may be needed, for example, to amend the State Education Code to establish a system of certifications and performance-based assessments. Also, the Governor and the Legislature, working with State education leadership, may formulate legislation that establishes California's School-to-Career system in law, and provides a place for it in a master plan for a seamless system of lifelong education and training. These laws may include State guidelines for School-to-Career systems which must be implemented in all schools, community colleges and other relevant educational

institutions by a specified date. They also may include revision of State education financing procedures and a performance-based accountability system. Finally, if necessary, laws may be needed that effect change in State-level governance for education and training.

VI. DESIGN ELEMENTS

This section presents the Task Force's specific recommendations on the design of California's School-to-Career system.

VIA. Career Pathways, Standards and Certification

In the United States, of all students who enter ninth grade and complete high school, only about 15 percent complete a four-year college degree. Despite this reality, most high schools appear to many to be designed chiefly to meet college-entrance requirements. These requirements often bear little relationship to real-world applications of knowledge or relevance to most future careers.

About two out of three students are enrolled in non-college preparatory programs, where the curriculum sequences and academic expectations often are unclear. Some 15 to 20 percent of these students drop out without graduating and possessing few skills. Many who graduate lack career goals and skills and often drift from one low-level job to another for five to ten years before finding stable, career-oriented employment. For many minority youth, in particular, the lack of a clear path from school to work has had devastating consequences.

Californians who continue on to postsecondary education often remain in school for prolonged periods. Though schools and community colleges have made great strides in developing links between secondary and postsecondary programs, many students leaving community colleges receive little help in finding their way to jobs. Even students in four-year colleges often have not discovered the connections between their academic subjects and career possibilities. In short, California has no orderly process, or infrastructure, for helping students make the transition from education to careers.

By contrast, European countries have extensive apprenticeship systems in which educators and employers not only work closely with each other to coordinate the needed training for jobs, but provide smooth transitions for students from school to employment. The average non-college-bound youth in these countries is productively engaged several years earlier than here.

California's objective is to develop a coherent education and training infrastructure that will provide every Californian with opportunities to achieve higher skills and continuously upgrade them, and which will enable employers to trust and use this system to raise the skill levels of their employees. This infrastructure will consist of well-defined career pathways together with a refined set of degrees and portable certificates that attest to attainment of necessary skills and knowledge. These career

pathways will consist of sequences of courses formed around broad career, occupational or industry themes that can begin in early K-12 education and link directly to postsecondary education and career-entry employment. A key element in the development of California's School-to-Career system will be the creation by the Advisory Council of an Education Issues and Practices Committee. This Committee will be charged to make recommendations to the Advisory Council on engagement of the education community, particularly on issues affecting education systems, integration of academic and vocational curricula, professional preparation and practices, and articulation. The Advisory Council will ensure wide representation of stakeholders on the Committee, including local practitioners and representatives from the private sector, the University of California, and the California State University.

The following subsections present specifics on the Task Force's recommendation.

VIA1. Developing Career Pathways

Figure 1 in the Appendix illustrates an example of a system of career pathways and certifications. The School-to-Work Opportunities Act requires that implementing states consider such a system, and several states have taken approaches similar to the ideas recommended in Figure 1.

The Task Force believes it would be unwise for the State to attempt to put this systemic change into place without extensive discussion among all interested parties, and extensive technical development. Thus, the State system of career pathways and certificates will be developed as a longer-term effort during Phase I of the implementation of the State's School-to-Career system.

At the core of this system are the sequences of courses and worksite learning experiences that prepare students to move through progressions leading to higher skills and higher wage employment. The California Department of Education already has developed career pathway models and curriculum standards for selected occupational clusters. These pathways begin in elementary school with general awareness of the world of work. In the middle school years they offer a more focused exposure to career alternatives. In high school they provide choices of specific sequences of courses and worksite learning experiences so that students acquire foundations of academic knowledge and skills for broad occupational areas or industries. By about the eleventh grade, students select career or program majors that feature integrated academic and vocational curricula in sequences of courses that can lead students to career entry positions or to more advanced education. These sequences feature worksite as well as classroom learning. The career pathways often extend beyond high school to community colleges and other postsecondary institutions through articulated programs. This career pathways structure is used in many career-vocational education programs in California, and is a model which can be readily adapted and expanded to serve a wide range of industries, occupations and careers in the statewide system.

VIA2. Developing a Foundation Certificate

Progress through career pathways requires increasingly higher skill standards, and certifications based on standards set by education, business, and labor. Figure 1 indicates that the first level of certification might be for mastering foundation skills.

Currently, many schools appear to have different academic expectations for students, depending on whether they are college-bound. Yet, most studies and reports say that all students need to master the same fundamental set of skills and knowledge to lead full and productive lives, including literacy in reading and writing, communications, basic mathematics and scientific reasoning, critical thinking and problem-solving, and interest in life-long learning. A requirement for a fundamental skills certificate sets a common standard for all students and therefore gives them, parents, employers and teachers a way to assess their attainment. If the certificate is properly defined and awarded, it will represent a major structural change in high school education and will therefore be a powerful lever for reform.

Consistent with this objective, California will begin development of a system under which public high schools will be required to certify that high school students have mastered the foundation skills and knowledge they need to lead full and productive lives. The Advisory Council will ask the committee on Educational Issues and Practices to work with the State Board of Education, the California Department of Education, and other education governance and advisory bodies and agencies to launch a broadly-participatory, inclusive effort aimed at receiving the widest possible discussion of the proposal to have a required foundation certification for all students. The following elements should be considered:

- The basis on which the certificate should be awarded, for example, based on students' demonstrated mastery of core skills and knowledge by completing a portfolio of performance-based academic work and successfully completing a comprehensive, objective academic-based statewide examination.
- The provisions that schools should begin in grades in K-8 to reduce the proportion of students who have difficulty completing the requirements for the certificate and to identify those students who need special accommodation and provide this assistance so that they can earn a certificate.
- How and when the required certification would be phased-in on a statewide basis.
- The provisions for inclusive services for students with disabilities and other special populations.

VIA3. Developing Certifications for Career Entry

California recognizes that its School-to-Career system must provide all students with choices for career or program majors that lead to School-to-Career certificates (see Appendix. Figure 1).

These certificates, awarded at the successful completion of a School-to-Career program, will attest to students' competence to enter a career, pursue additional education, or do both. The School-to-Career certificates will be based on industry standards, accepted throughout an industry, and will assure employers that a student is prepared for career-entry employment. The certificate will be associated with a career major, for example, bio-science, health care, transportation, financial services, telecommunications, hospitality, or other career areas. The School-to-Career systems will be designed to allow students to change career paths and have choices among a variety of career majors. The majors will be designed to encourage career pathways leading to--and not precluding--additional education after the award of the certificate. These career paths and majors must provide academic options for all students, information on careers and the nature of work into the twenty-first century; and emphasize key skills needed by workers of the future, including basic employability and "SCANS" skills, and the need for all students to have access to current and appropriate technology in classroom and worksite settings.

California's goal is that all high schools, community colleges and universities will be changed systemically to enable all students, including the college bound, to select career/program majors in School-to-Career systems. However, it will take time for educators and industry to develop these new models. Accordingly, California will support local demonstrations and technical assistance efforts with funds from the School-to-Work Opportunities Act implementation grant to develop effective models for career and program majors and School-to-Career systems, as described in Section V, Implementation, below.

The long-term need is for the development of statewide standards and certifications compatible with federal standards, because it would be inefficient for each local program to develop its own standards and assessment and certification processes; and to do so will defeat the purpose of "portable" certificates. Without national and State standards, certificates will be neither portable nor a reliable indicator to industry that high academic and vocational standards are being met. The National Skill Standards Board, established under the Goals 2000 Act, is designed to be a clearinghouse, to endorse standards brought to it by industry or states, and to contribute to industry-driven development of standards. Therefore, California proposes to develop statewide standards, drawing from, and being consistent with, the ongoing local and national work. California has already made progress in this area with its work on setting industry standards in banking and telecommunications and through the participation of Californians in other national skill standards developments.

California will develop a statewide process for business, labor and education to develop standards and certification procedures, focusing particularly on selected industries that are critical for the State's economic development and that have the potential to provide opportunities for high-skill, high-wage careers. Representatives of business, labor, and economic development agencies, as well as educators and economists will collaborate at both the State and local levels in identifying these key industries, using the best labor market information available.

California recognizes that the development of objective examinations to determine academic attainment, and industry skills standards and certification will take time. Therefore, the Advisory Council will establish a Student Standards and Assessment Committee, to assist the educational governing bodies and agencies in the development and application of reliable, objective academic examinations and industry-driven skill standards and certifications. This Committee will have the high level involvement of business and labor, as well as broad representation from education and other parties. It will be based on a private-public partnership that facilitates, rather than regulates, the development of a rationalized system of certificates.

VIA4. Developing a System of Advanced Certificates

Currently, California has licenses, certificates, diplomas, and degrees in a variety of fields, but there is little consensus about what existing awards really certify. Moreover, the State lacks such certificates for many high-skill, high-wage careers. Therefore, California's school-to-career system must strengthen, revise and consolidate existing postsecondary career pathways--or develop new pathways in key industries--so that students can have the opportunity to earn a State-accredited certification of technical, associate-level or more advanced skills (see Appendix, Figure 1).

To do so, California will establish guidelines and standards for career pathways for community colleges and other postsecondary institutions that follow from students' high school programs. This new infrastructure of certification will establish the educational and career pathways for students to go beyond career entry education and achieve postsecondary degrees that are practical, portable and attainable. By articulating this more advanced level of certification with prior certifications, students will have a wide variety of paths to high-skill careers.

For example, a student might choose a career path that leads to an entry-level certificate in electronics. The student might then enter employment for several years and return to education to earn a certificate of advanced skill in electronics, or the student might earn this certificate while working. Later, the student might decide to return to school to earn a four year degree or might switch to another career field, making use of the certifications already earned to gain higher skill positions. Many possibilities exist that would link lifelong learning and education to productive employment.

Specifically, California will direct the Student Standards and Assessment Committee to work with education governing bodies and agencies to review the existing structures of licensure and certification, particularly in economically significant industries, and propose ways for secondary and postsecondary institutions, business and organized labor to collaborate and identify the restructuring or creation of new programs needed to promote economic development and lifelong learning opportunities.

VIA5. Identifying the Role of the State and of Local Partnerships in Skills Standards and Certification

Local partnerships will consider measures for certification on two major dimensions: the mastery of foundation skills no later than the tenth grade, and the successful completion of a school-to-career pathway or career major program at or beyond high school graduation (the "entry level" certificate).

The mastery of foundation skills will be demonstrated by students no later than the tenth grade level and should be based on a State certification process. This new level of assessment is properly a State role, and will encompass a performance-based State testing program using objective, academic-based examinations.

In contrast, certification of the completion of a school-to-career system will be awarded at the local level, through the local partnerships or one or more of the partner agencies. There will be a multi-level assessment leading to certification of completion which includes, at least, the following components:

- Meeting specific industry-developed and approved skills standards (as these become available);
- High-level results on performance-based classroom tests of curricula which industry has helped to develop or approve; and
- High-level results on performance-based assessments of students' worksite learning.

VIA6. Use of Technology

California's State School-to-Career system will emphasize two aspects of technology and education. The first is the importance of bringing more technology, especially computers and telecommunications, into California classrooms. The second is the recognition that the worksite education called for in the State Plan offers a great potential for access by students to the latest technology in industry and business. The many State level activities to promote and advance the use of technology in education that are underway will be included in school-to-career systems. In addition, the use of this technology will be included in the training for teachers and other practitioners. This training will encompass both the training of credentialed, practicing teachers (inservice), as well as the instruction of new teachers in university colleges of education (preservice). The School-to-Career Advisory Council will coordinate with other State and federal efforts, governance and advisory bodies, and the private sector in investing in and developing education technology and integrating it into educational processes and school-to-career systems. Local partnerships will be encouraged to effectively use current and accessible technology through the evaluation criteria used in the Request for Proposal.

VIB. Role of the Universities

For effective implementation of the School-to-Career State Plan, involvement of universities at the local and State levels is essential. The actions that universities must take for California's School-to-Career Plan to be successful include the following:

- Because the California State University and the University of California entrance requirements drive the course requirements for most of the students in high schools and community colleges, universities must reexamine their admission requirements so that courses which integrate academic and vocational content qualify for the entrance requirements, especially for the California State University and the University of California systems. With an appropriate examination of these admission requirements, implementation of the State Plan will result in a system that is effective for college-bound students as well as for those directly entering employment, thus leaving open the possibility of a college education for all students.

- Universities will be included in the local partnership planning in order to ensure articulation among the kindergarten through university and lifelong learning educational institutions, such articulation is essential to providing career pathway opportunities rather than training and education for entry-level jobs.

- Because of the critical need for high academic skills of entering students, universities must be involved in the planning for the foundation certificate. These institutions receive the graduates of the K-14 education systems and must use scarce resouces in remediation if entering students are poorly prepared for a university education.

- Universities will prepare the teachers and faculty for the School-to-Career system. In order for systemic change to occur, attention must be paid to the pre-service and in-service education of teachers to work effectively in new School-to-Career systems that place increased emphasis on integrated curricula, workplace learning, innovative curriculum development, utilization of technology, and access to electronic information networks.

- Universities already provide education to a sizable portion of California's workforce--those at professional levels. The School-to-Career State Plan will directly affect the pre-university preparation of these students. Thus, universities will be engaged in the planning process to ensure that the State School-to-Career system includes preparation for professional education.

- University faculty are an important research and evaluation resource in California, and must be mobilized in support of the School-to-Career State Plan in all aspects of planning and development, implementation, and evaluation. This support includes: applied research that is needed to address the problems of economic development and labor market analysis; program and project evaluation; and technical and technological assistance, linkages, access to knowledge and skill development.

- Universities are ideally situated to provide leadership in the development of community partnerships by building on existing personal and organizational connections.

- Universities provide lifelong learning which, while not the initial focus of funding in the School-to-Career State Plan, remains an important component of future phases.

- Universities play an important role in job creation and economic development through programs such as business development, commercialization of inventions and software, and creation of information resources. The availability of jobs for graduates of the new School-to-Career system is essential to the effectiveness of the State Plan.

For all of these reasons, university representatives must become active partners in the planning and development of both the State and local School-to-Career systems.

VIC. Local Partnerships

Local partnerships are the heart of the new State system for School-to-Career transition. As envisioned in the federal law, these partnerships are the means to create local systems which organize instruction and delivery of services. The federal act requires the creation of formal partnerships to oversee local School-to-Career systems, and mandates that they include certain agencies and representatives of key school-to-career interests, while encouraging the inclusion of others. California supports broad discretion and flexibility in the formation and membership of local partnerships and has established the following guidelines concerning their formation and operations:

VIC1. Composition of Local Partnerships

The term "local partnership," as used in the School-to-Work Opportunities Act, means a local entity that is responsible for local School-to-Work Opportunities programs and that consists of employers, representatives of local educational agencies and local postsecondary educational institutions (including representatives of area vocational education schools, where applicable), local educators (such as teachers, counselors, or administrators), representatives of labor organizations or non-managerial employee representatives, and students. Local partnerships also may include other entities, such as: employer organizations; community-based organizations; national trade associations working at the local levels; industrial extension centers; rehabilitation agencies and organizations; registered apprenticeship agencies; local vocational education entities; proprietary institutions of higher education; local government agencies; parent organizations; teacher organizations; school employee organizations; vocational student organizations; Private Industry Councils; and federally recognized Indian tribes, and Indian organizations. California also will require, in addition to the requirements of the federal law, that all local partnerships include educators and parent organizations, business and organized labor, and have

the option of including non-represented employers and employees. California will emphasize that the objective of local School-to-Career partnerships is systemic change, that is, the development of School-to-Career systems, not school-to-work transition programs.

California also believes that effective local partnerships must be as inclusive as possible and must represent an integrated and inclusive local system. Therefore, the Advisory Council will encourage local partnerships to include additional members, including those representing the workforce preparation system, through incentives in the rating process used when evaluating local implementation subgrants proposals. The specifications and criteria for the selection of local partnerships to receive subgrants will be developed as part of the Request for Proposal, with public review and comment.

VIC2. Local Governance

The federal law also is permissive in regard to how local partnerships shall be governed. California affirms local flexibility for governance, but will require that local partnerships develop written agreements specifying commitments and responsibilities. Such agreements would define the policy, program and fiscal relationships among the partners. The State also will require that each local partnership designate a fiscal agent that has the demonstrated capacity to meet its fiduciary responsibilities on behalf of the partnership. This approach will preserve local flexibility, allowing local partnerships to develop efficiencies through redirection of funds.

VIC3. Definitions of Regions

The Advisory Council will define regions which represent California's geographic, economic and social diversity. Each of these regions will represent a large population, geographic area, or both. The Advisory Council will ensure that at least one partnership within each region receives an implementation subgrant beginning with the first year of implementation. Within each region, the definition of the geographic areas to be served by local partnerships will be left to local communities, based on consideration of labor markets, education and training institutions, and existing arrangements within and among education, business, labor, government, and community organizations. However, local partnerships must use available labor market information to assist in determining the geographic area to be served.

California considered the possibility of designating the service areas within which local partnerships would be formed, but does not recommend that the State attempt to direct the formation of partnerships in this way. As the School-to-Career system expands to scale across the State, the balance of participation within and among the regions and the need to accelerate the formation of partnerships will be evaluated. If necessary, the Advisory Council will provide additional direction and assistance to ensure balanced implementation in all regions of the State.

VIC4. Demonstration Sites

To make the most effective use of limited resources and to develop all components of the statewide system, subgrants during the five years of implementation will give first priority to selection of comprehensive demonstration sites. These sites will be determined through a competitive process, with emphasis on choosing local partnerships with systemic approaches and which, together, represent the diversity of the State, including rural areas. Issues concerning the number of demonstration sites and the amount and duration of funding from the State will be resolved in the development of the competitive subgrant process. In order to ensure equitable distribution of resources, balanced development of system components across the diverse areas of the State, and assistance to local partnerships that are in different degrees of readiness to develop and implement local school-to-career systems, the State also will provide resource grants to areas which need assistance in developing specific system components, and which at the same time can contribute to the development of a statewide system. For example, a resource grant to a rural area with a very limited industrial base might assist that area in developing worksite education opportunities for its local system, and also serve as a model for other rural areas. In addition, recognizing that practitioners will be a key resource, the State will assist those partnerships which receive funds to share best practices, and to serve as sources of technical advice and mentoring for other areas. The State also will provide advice and technical assistance to local partnerships directly and, if appropriate, through selected intermediaries. Areas of technical advice and assistance may include partnership formation; engaging business and labor; school restructuring; development of integrated; articulation among segments; leveraging and redirecting resources; setting performance-based standards; system evaluation; use of labor market information; professional development for classroom practitioners; guidance and counseling; or many other specific areas of system development and operation. Technical support and assistance will be available at any stage of local development, from the earliest point of partnership formation to evaluation of fully operational systems.

VID. Local System Development

California's School-to-Career State Plan describes in some detail the elements required of local systems. Many existing California school-to-work transition programs contain some or many of the required elements of a system. With the addition of the other elements of a school-to-career system and the refinement and expansion of current practices, and under the direction of inclusive local partnerships, these transition programs can become the foundation for development of a local school-to-career system.

California will not designate a presumed model. Rather, by recognizing the unique ability of local entities to identify successful approaches and develop systems to meet the needs of their areas, the State will encourage local partnerships to select the most appropriate school-to-career system components.

VIE. The Roles of Business and Labor

California will require much greater employer and worker involvement in order to prepare a world-class workforce. Employers are encouraged to provide adult mentors for students, help develop learning objectives and training plans, structure and supervise learning at the worksite, integrate work experience with school curricula, certify skills and, whenever possible, provide paid worksite education opportunities. Worksite education also is an important means to provide students with access to state-of-the art technology in a wide range of industries and careers. In many cases, it is not financially feasible for schools to provide industry standard technology for school-site education. Industry participation can address this issue at the worksite.

California has a number of effective programs which link schools with workplaces, including the "community classrooms" in the Regional Occupational Centers (ROC/Ps); the network of more than 50 Partnership Academies, which are schools-within-schools requiring substantial industry participation; and a handful of demonstration youth apprenticeship sites sponsored by industry and labor partners. Schools, ROC/Ps, and community colleges also offer a variety of cooperative education programs through which students alternate periods of work and study. Community colleges also have extensive relationships with business and industry with respect to their roles in upgrading and retaining the adult workforce.

Local consortia of industries aimed at working with schools exist, and several state level business groups (e.g., the California Business Roundtable, the California Chamber of Commerce, the National Alliance of Business affiliates, and the Industry Education Council of California) all formulate policy recommendations and have roles in training, but there are few sustained efforts that can be pointed to as real models for a new system with much greater industry involvement.

Labor participation in workforce preparation has focused on formal apprenticeships. This focus is now being supplemented with single-employer apprenticeship programs not approved through joint labor councils. In total, however, these programs serve relatively few workers and are concentrated in a few industries.

In summary, California lacks a strong "infrastructure" of business and labor organizations to help support a quality school-to-career system. California will pursue the following means to achieve the needed commitment of business and labor:

VIE1. Business and Labor Participation in Local Partnerships

The quality of local school-to-career systems will greatly depend on the serious engagement of industry: businesses, organized labor, and other worker organizations. All local partnerships will be required to include strong business and labor participation in policy planning and implementation. Demonstration projects will be funded and evaluated based in part on the quality of business and labor participation.

VIE2. Industry Involvement

During School-to-Career system implementation, a statewide committee will be formed to encourage and organize employer and labor participation. The Advisory Council will establish this committee based on extensive discussion and consultation with both large and small employers, educators, and others. Among the actions that the Advisory Council will direct the Committee to discuss and consider are the following:

- Urging the Governor and other prominent elected officials to launch a public campaign to recruit employer participation, emphasizing that the training of youth is an integral part of the State's economic development and education reform efforts and has direct benefits for participating employers.

- Developing materials and technical assistance at the State level to be available to employers to demonstrate why and how they can participate.

- Adopting State policy, and encouraging local policies, directed to making available very substantial numbers of paid and unpaid training worksites for young people, including government agencies and private nonprofit organizations. Worksite learning is fundamental to California's School-to-Career system, and provides access to current industry technology, and the public and non-profit sectors can also make substantial contributions in this regard.

- Providing support to existing business intermediaries, e.g., Chambers of Commerce and trade associations, to assist them in organizing local employer participation.

- Providing financial incentives to employers to reduce their participation costs. Several options will be considered, including tax credits, support from existing programs for equipment and the training of supervisors/mentors and support of administrative costs.

- Providing non-financial incentives which simplify demands on participating employers, or amendment or waiver of some workplace rules and regulations which may impose unnecessary employer costs or limits on student worksite participation.

VIE3. Increasing Union and Worker Organization Participation

The involvement of front-line workers in developing and carrying out policy is important for several reasons. Front-line workers, not managers, often have the irreplaceable knowledge about jobs and access to current technology that are essential in designing and implementing worksite education. Trade unions and front-line workers are likely to be the greatest advocates for keeping training sufficiently broad to provide the flexible, portable skills which are required for the future.

The Advisory Council, working with interagency School-to-Career staff and the Employer and Labor Involvement Committee, will recommend policies to stimulate and facilitate labor union and other worker participation. The Advisory Council also will recommend the best use of State administrative funds to support this participation, based on extensive discussion and consultation with unions and other employee organizations. Among the actions that should be discussed and considered are the following:

- Encouraging local partnerships to include among their program options "school-to-apprenticeship" projects as suggested in the federal law. These programs begin at grade 11 and offer training which will prepare youth for early entrance into traditional apprenticeship programs.

- Encouraging the existing registered apprenticeship community to participate in the design of apprenticeship-like programs for youth ages 16-21.

- Working closely with organized labor in the public sector, to government agencies and private non-profit organizations as sites for workplace learning.

VIF. Accountability and State Relations

The current education and training systems are based primarily on course completion, in which individual achievement is evaluated on the number and types of courses taken or number of hours of training completed. California's School-to-Career system will be based on performance-based accountability, using high standards and reliable performance measures leading to certification recognized by employers. The California system will strive for a balance between local partnerships' accountability to statewide standards and flexibility in local administration. Young people should be certified as qualified based on a multi-level, performance-based evaluation system which offers employers and higher education institutions evidence of what students know and can do. Development of this system to evaluate individual student performance is the central objective of the Student Assessment and Certification Committee discussed earlier.

Ultimately, the performance-based evaluation system that measures the performance and progress of students will determine the State's methods for assessing the performance of local school-to-career systems; system performance is the aggregate of individuals' performance. California understands, however, that this shift to system performance-based accountability will not happen quickly. Therefore the Advisory Council will establish a System Evaluation and Accountability Committee. This Committee, as other Committees of the Council, will be formed and supported through the federal implementation grant. This Committee will coordinate carefully with the Student Assessment and Certification Committee to evolve a broader statewide system of accountability. This Committee will be composed, at the minimum, of the following: experts on testing and performance assessment, representatives from California's education assessment program, local school and community college assessment experts and other faculty, and representatives from business and industry

VIF1. Partnership Accountability

Partnership Accountability is key to the relationship between the State and local levels. California will play a leadership role in accomplishing the shift to performance-based accountability, without imposing an inflexible or ineffective system. The State and local partnerships will jointly design a system of accountability during the implementation period.

VIF2. State Accountability

As a first step, California will hold local partnerships accountable for the establishment of effective partnerships, the development and operation of sound programs, the leveraging and redirection of funding, fiscal responsibility, and the number of students served. In the longer term, local partnerships will be judged primarily on the achievement of the individuals served, as demonstrated by performance-based measures. Development of these measures is a priority for the implementation process. The Advisory Council will direct the Student Assessment and Certification and System Evaluation and Accountability Committees to work together closely in coordinating the development of a system of accountability.

For the long term, the Advisory Council, with advice from the two committees described above, will identify the basic measures it will use to evaluate local systems performance. In the meantime, local partnerships will be required to define how they will assess system performance and what goals they will set for their system. Evaluation measures to be considered include transition to appropriate employment and/or transition to higher education, as well as other successful outcomes such as participation in registered apprenticeship and measures of student and employer satisfaction. During the implementation phase, each local partnership chosen as a demonstration site will be required to develop a system of performance-based accountability. The collective efforts of the demonstration sites, along with guidance and oversight by the State through the Committees and Advisory Council, will establish the statewide accountability system for local partnerships.

VIG. Labor Market Information

California's development of a statewide School-to-Career system will be facilitated by the nation's most comprehensive and accessible Labor Market Information (LMI) system. California's LMI system serves many programs and agencies; it will become an important connection between schools, job training providers, economic development agencies, students, and job seekers.

California's Employment Development Department (EDD) provides a wide range of labor market information, at both the State and local (labor market area) levels. This information is designed for program planning, counseling and job search, and includes specific information about many occupations, projections of industry and occupation growth and decline, economic and demographic data and projections, and information about education and training sources and enrollments.

This basic information has been enhanced and will be further expanded by several important developments:

- The California Cooperative Occupational Information System, a collaboration between the Job Training Partnership Act Service Delivery Areas and EDD, which uses local employer surveys to obtain current, accurate, specific information, including wages, salaries, benefits, education, training and skill requirements, employers' hiring and wage criteria, working conditions, and career paths, for a wide range of jobs. This system, operating now in 24 areas of the State and covering about 80 percent of the population and labor force, will be expanded to statewide coverage by July of 1996. It contains information on more than 1,000 occupations.

- Electronic access to information. The EDD has rights to the Employment Research and Information Supply System (ERRIS) an extremely easy-to-use, PC-based occupational information system which contains all of the national State and local occupation information available to the public and is very inexpensive. The use of this readily-available, inexpensive and very powerful system is rapidly expanding throughout the State in Service Delivery Areas, schools, Job Service offices, and rehabilitation counseling settings. The EDD also operates an LMI electronic bulletin board system accessible by modem, which contains a wide range of occupational and economic information.

- Development of the Department of Labor's America's Labor Market Information System in California. Because California has the major part of this comprehensive, electronic system in place, the EDD is preparing a grant proposal for federal funding, as part of the development of one-stop services for job seekers, to provide the additional information, such as job orders and program performance data, and the expanded electronic access needed to make this system operational in California.

California recognizes the need for increased access to information to support its School-to-Career system. The State will provide technical assistance and assist local partnerships to collaborate to provide the necessary technology to share this information at the local level. Access to this information in the schools, through current information systems technology, is critical to its effective use in planning career pathways and programs, counseling and guidance, and early exposure to workplace information and values.

VIH. Collaborative Administration

California has a complex structure of governing boards and advisory bodies responsible for public and private education and job training. No single body is constituted to provide the range of governance needed for implementation of California's School-to-Career system. Governance authority over the educational segments is shared among several bodies; the employment and training programs have an equally complex structure. Many State agencies have key roles in the

School-to-Career system. Implementation of the system requires formal collaboration, and a source of consensus-based policy recommendations, to help the different organizations direct these efforts toward the common goal.

What is clear, therefore, is that California needs a high-level collaborative body to support the development of its School-to-Career system. In addition, support for this policy body and day-to-day management of the State-level effort requires a management structure and knowledgeable staff.

Therefore, the Governor will appoint a high-level advisory body, the School-to-Career Advisory Council, ensuring representation from the key interests involved in California's School-to-Career system, including, but not limited to, nominees submitted by the State Superintendent of Public Instruction, the Chancellor of the California Community Colleges, the University of California and the California State University systems, and other interested parties, as the basis for the State's collaboration (see Figure 2 in the Appendix). This body will make policy recommendations to the Governor, the Legislature, the education and training governing bodies, and other interested parties. The Governor's School-to-Career Task Force has served in these capacities during the development of this Plan. Similar representation will be needed to help guide implementation. However, the form and functions of the policy Advisory Council will be reviewed during the first two years of the implementation process so that it will remain consistent with the State's preferred structure for governance and administration.

California also recognizes the fundamental need for coordination among education, employment and training initiatives under any governance structure. Therefore, the Advisory Council will make recommendations to the Governor, the Legislature, the State Superintendent of Public Instruction, the Chancellor of the California Community Colleges, other governance and advisory bodies and interested parties, regarding improved State-level coordination of related education initiatives. The Advisory Council will coordinate its recommendations with the governance and advisory bodies responsible for workforce development programs, and will ensure better coordination at the local level by requiring local partnerships to offer clear evidence of strong local coordination, including the use of existing funds, in their applications for School-to-Career subgrants.

There also must be an administrative unit, based on collaboration among the key partners involved in the School-to-Career system, to provide management direction and staff support. This unit must manage the implementation process, in coordination with other changes in education systems and structure, and act as staff to the Advisory Council.

The Advisory Council will ensure broad-based discussion and collaboration during the implementation process. As part of this process, the Advisory Council will form committees to address the long term issues identified in this Plan. The structure and functions of these committees will be reviewed periodically during the implementation period. The committees will include highly-qualified subject matter experts and representatives of key interests, and will be charged with assisting the Advisory

Council and the administrative staff in developing recommendations in the following areas:

- Education Issues and Practices
- Student Assessment and Certification
- Employer and Labor Involvement
- System Evaluation and Accountability

These committees will ensure both the technical quality and consensus of support necessary to accomplish the tasks and recommend resolution of the issues in their respective areas of responsibility.

The structure which California establishes for the first year of implementation will be reviewed and modified as needed. There are a number of issues which cannot be resolved at this time, such as the long-term relationship between the School-to-Career advisory body and the Panel which will be appointed by the Governor and the State Superintendent of Public Instruction to direct implementation of the Goals 2000 legislation. All other related efforts should be recognized as complementary to the statewide effort. Other issues of governance and management of education and workforce development programs will inevitably arise as California undertakes systemic, structural changes in these systems, and the structure for the School-to-Career system will remain responsive to these issues.

VII. IMPLEMENTATION

California will complete implementation of its School-to-Career system no later than five years after this Plan is adopted and federal fundng is received These funds will be used for two general purposes. First, a small portion of the implementation grant will be used to carry out the necessary State-level coordination, oversight and system development functions as directed by the Advisory Council. For example, there is need to draw together the wide variety of existing State efforts relevant to the formation of School-to-Career systems, to establish a common policy framework under which they will operate, support the work of the four special committees, and to facilitate the development of local School-to-Career systems in all localities. Second, the bulk of federal grant funds will be used to select a number of local partnerships to begin implementation of local systems. These demonstrations will help to resolve uncertainties about how to develop, implement and operate school-to-career systems and will develop models which can be incorporated into the statewide School-to-Career system. They also will begin to bring the statewide system to scale by giving as many students as possible access to local systems, and will support development of key components of school-to-career systems that can be adopted or replicated and to provide for the technical assistance and capacity building needs of all local partnerships. This is especially important to those partnerships that are not funded as full implementation demonstration sites. During the implementation period, the State will identify how State and federal funds can be used to support California's School-to-Career system.

Phase II is the period following the implementation grant period during which full scale implementation of California's School-to-Career system will be achieved. During this phase, the State will assist communities which have not yet undertaken development and implementation of local systems, or which need further assistance to complete the process. Because development and implementation of a statewide system will take place over a period of years, funding issues will be addressed as the system is phased in. This development process will allow a systematic and ordered method to redirect funds and develop education financing structure consistent with systemic change under a School-to-Career system. This approach treats funding as an integral component of systemic change and recognizes the urgency of the need to begin full implementation of California's School-to-Career system.

VIIA. Administrative Actions

The Governor will appoint a School-to-Career Advisory Council ensuring representation from the key interests involved in California's School-to-Career system, including but not limited to nominees submitted by the State Superintendent of Public Instruction, the Chancellor of the California Community Colleges, the University of California and California State University systems, and other interested parties, prior to the award of the implementation grant to the State. As discussed, this Advisory Council will oversee implementation and procedures for granting funds to local partnerships and advise on coordination of California's School-to-Career system with other education and workforce development initiatives. It also will direct an extensive program of technical advice and assistance.

VIIB. Principles for Demonstrations

A key element of early implementation and State system development is funding local partnerships as demonstrations of effective school-to-career systems under a wide variety of local, regional and demographic conditions. These sites also will develop key components of school-to-career systems and begin to bring the system to statewide scale. Given the limited amount of resources available, local partnerships must take the initiative to ensure inclusive membership, develop written agreements and begin planning as the first steps in their commitment to develop local school-to-career systems. Grants will be given only to those local partnerships that demonstrate the capability to accomplish one or both of the site functions--implement comprehensive systems or develop specific system components.

The State will issue a Request for Proposal (RFP), including the minimum requirements for an award, and will specify the weighted criteria by which proposals will be ranked. The RFP will be drafted, and technical assistance will be provided to potential bidders, to ensure that local partnerships fully understand the purposes of the subgrants and the State's expectations.

- To qualify, a grantee must be part of, and have formal authority to act on behalf of, a local partnership as defined by the School-to-Work Opportunities Act and State guidelines (see Section IV. B. Local Partnerships, above). The applicant for a State

competitive subgrant must show that the partnership contains all the required entities, that it is as inclusive as possible, represents an integrated systems approach, and that decision-making and other responsibilities have been agreed to in writing by all partners. However, the RFP will not dictate how local partnerships determine their decision-making processes and establish responsibilities.

- A local school-to-career system must provide for inclusion of all students, integrate academic and vocational curricula in career pathway programs, provide school and worksite learning and guidance for students to choose among a variety of career paths (see Section IV.C. Program Models above). One of the most critical components of local proposals will be the specific assurances by the local partnerships (in terms of resources, responsibilities, and processes) that show that their proposed systems will not result in tracking, and will be available to every student, including those with special needs. The rating criteria used in the RFP will encourage local partnerships which make strong arguments for effective use of existing resources and coordinating mechanisms to provide and improve services to special populations. These conditions are among the requirements of the School-to-Work Opportunities Act and are essential for California's eventual development of a statewide School-to-Career system. In responding to the State's RFP, the local partnership must show how it will develop career pathways, restructuring education to integrate quality academic and vocational curricula, and leverage, redirect and reallocate local existing resources.

- The local partnership must identify the performance-based accountability measures it will use as described in Section IV.E. Accountability and State-Local Relationships above.

- The local partners must show how the subgrant money will be used to direct relevant existing funding streams (for example, from general and categorical programs, including the Improving Americas Schools Act, Goals 2000: Educate America Act, federal direct School-to-Career grants, Carl Perkins Vocational and Technical Education Act, the Job Training Partnership Act, and other funds where appropriate) to the accomplishment of the goals of the local school-to-career system. Partnerships must show that sufficient funds have been identified to support the work included in their proposals. California strongly believes, and will ensure, that these subgrants will not be used to support, develop or expand categorical programs, but will be used to accelerate educational reform through systemic change. To this end, the local partners must demonstrate in their application and in the review process how other moneys will be incorporated into a systemic local change. Whenever possible, local partnerships should generate private funds (including foundation funds) as part of their financial plan. It also is important that local partnerships demonstrate that all participating organizations share in funding the local school-to-career system. Local partnerships must ensure that they will not commit local funds without the full participation on the partnership of the entity with jurisdiction over, and authority to, disburse those funds. However no single local entity may have the authority to otherwise prevent the partnership from acting.

From its administrative portion of the School-to-Work Opportunities Act implementation grant, the State will fund evaluation; technical assistance, including identification and replication of best practices; and staff development. Administrative funds also will support a longitudinal performance evaluation and an annual statewide School-to-Career report to the Governor, Legislature and governing bodies describing progress toward implementation of School-to-Career systems in California. These efforts will guide the formulation of long-term State policies, technical assistance and staff development.

California believes that the demonstration and resource subgrants will provide information to develop models and procedures. Though some State-level policy decisions must await the evaluation of these demonstrations, many crucial administrative and legislative actions will be taken in parallel with the local demonstrations in order to set the policy framework for a new system.

VIIC. Legislation

The California's School-to-Career system will result in a profound change in education. It is inevitable that change this fundamental and pervasive will require legislation for full implementation. However, the development of legislation should proceed in concert with the development of other aspects of the system. Legislative action will be undertaken as specific needs are determined. Legislative action must be based on a policy consensus shared by all of the parties whose interests are affected by the systemic change leading to a statewide School-to-Career system. There are several areas in which policy consensus may lead to legislation:

- Certificates for foundation skills, career-entry and advanced skills.
- A statewide performance-based assessment system.
- Removal of barriers to systemic reform, including changes to State law to support requests for federal waivers.
- Comprehensive legislation that implements necessary components of a School-to-Career system and establishes a process for determining the role of school-to-career in a master plan for a seamless system of lifelong education and training.
- Requirements for all schools, community colleges, and other relevant educational institutions to implement general State guidelines for School-to-Career systems by a specified date.
- Revised State education financing procedures necessary to implement a performance-based accountability system linked to funding incentives.
- Governance arrangements for the long term administration of California's School-to-Career system.

VIII. CONCLUSION

In summary, this Plan represents an extensive effort to create consensus on how to proceed with systemic education reform, building on the concepts of the School-to-Work Opportunities Act. The leadership of the Governor's School-to-Career Task Force and the participation of thousands of individuals gives this Plan the public support necessary for success. It now remains to carry the vision of this Plan forward to make it a reality.

The key steps in the short term are the submittal of a successful implementation grant proposal, the Governor's appointment of an Advisory Council, and preparation of the RFP. The RFP will be one of the most important steps in this process. It will define the State's expectations for local partnerships, and will be the means by which terms such as "all students" can be made real.

California is committed to keeping each future step open and inclusive. The continued participation of the full range of interested parties, at the State and local level, has been effective in removing many barriers to the agreements incorporated in this Plan. We believe that future success will grow from open discussion leading to consensus, and that School-to-Career will be accomplished in California through the tremendous support that has developed through the opportunity for every interested person to participate.

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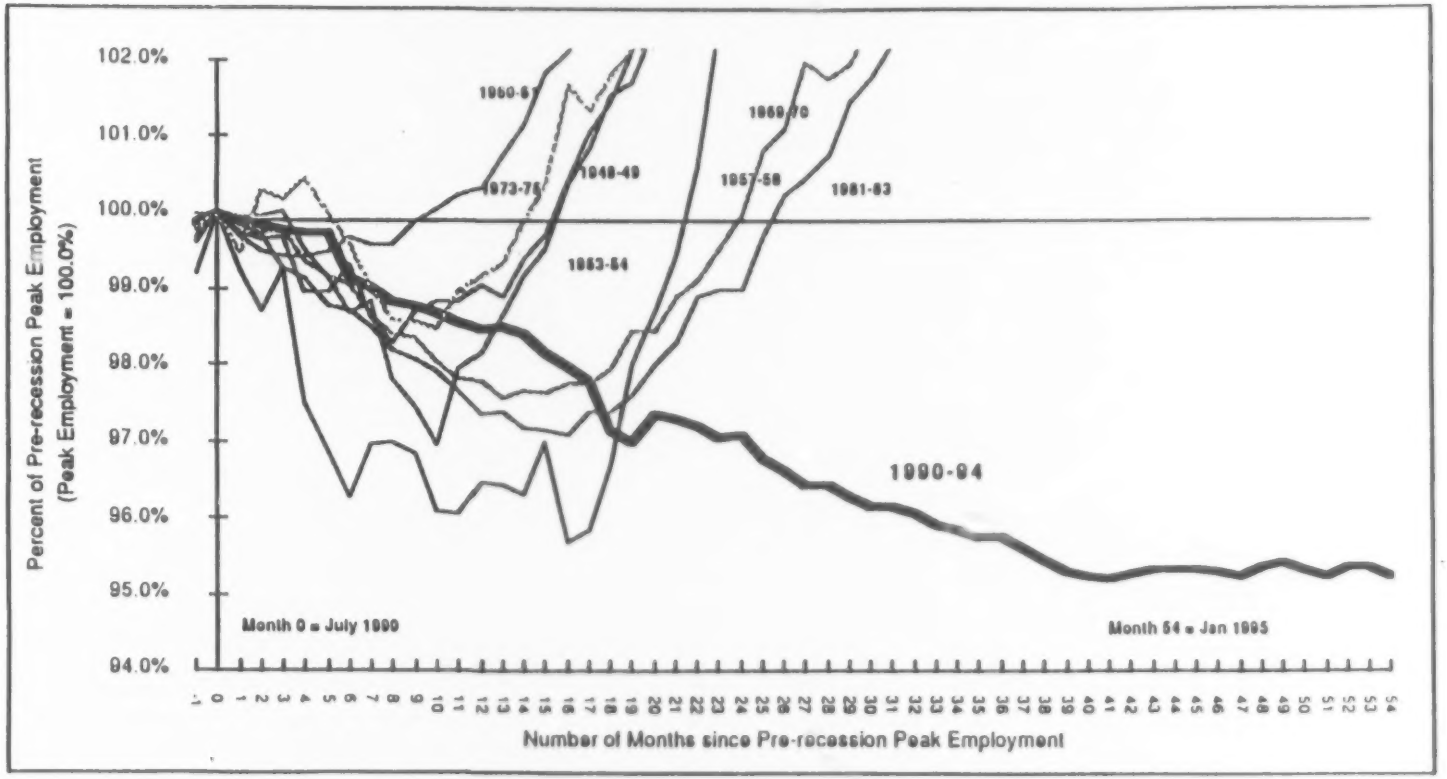
Appendix Chart 1

California Job Loss during Recessions

(NonFarm Payroll Employment, Seasonally Adjusted)



Source: Current Employment Statistics (CES), California Employment Development Department.

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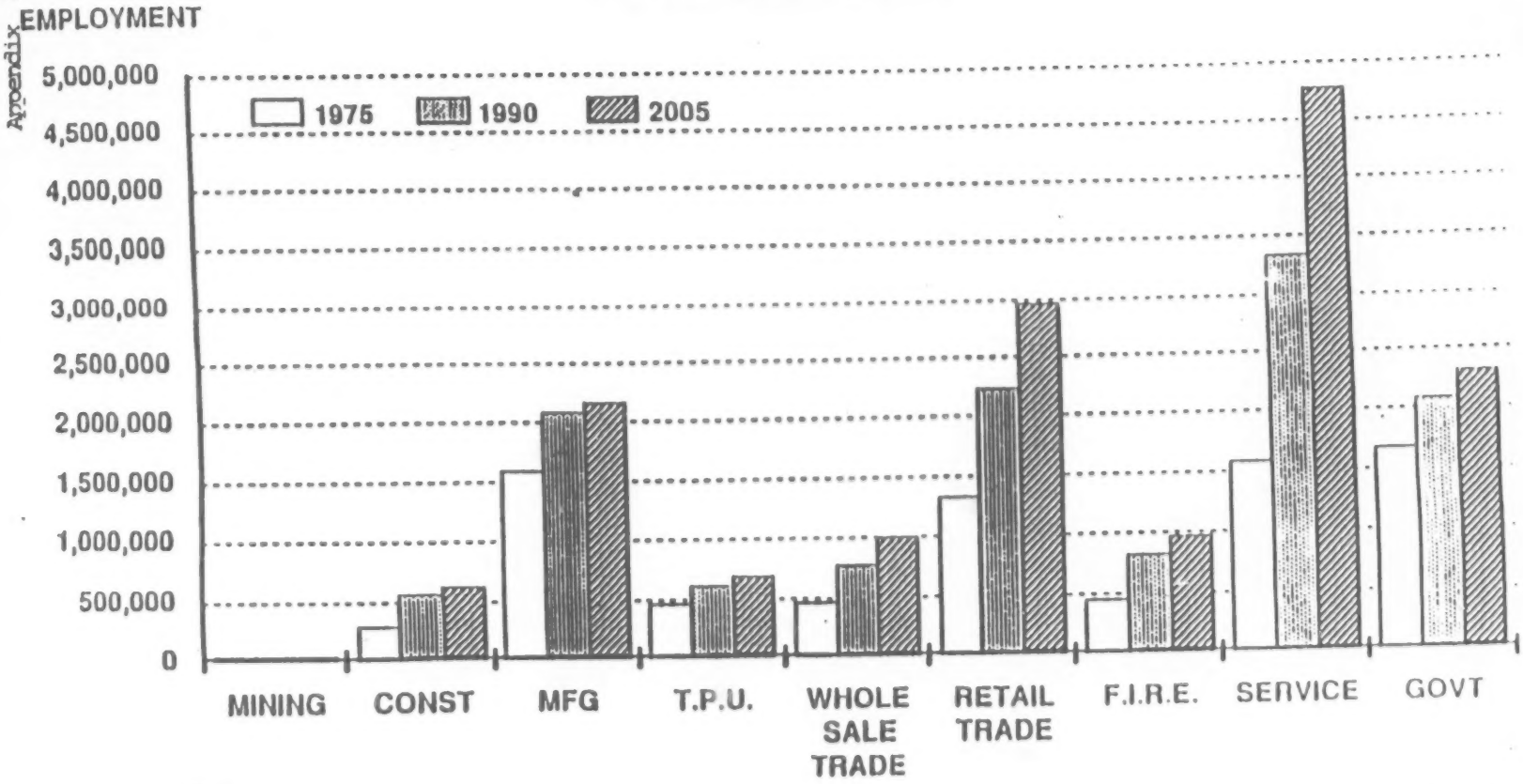
Appendix Chart 2

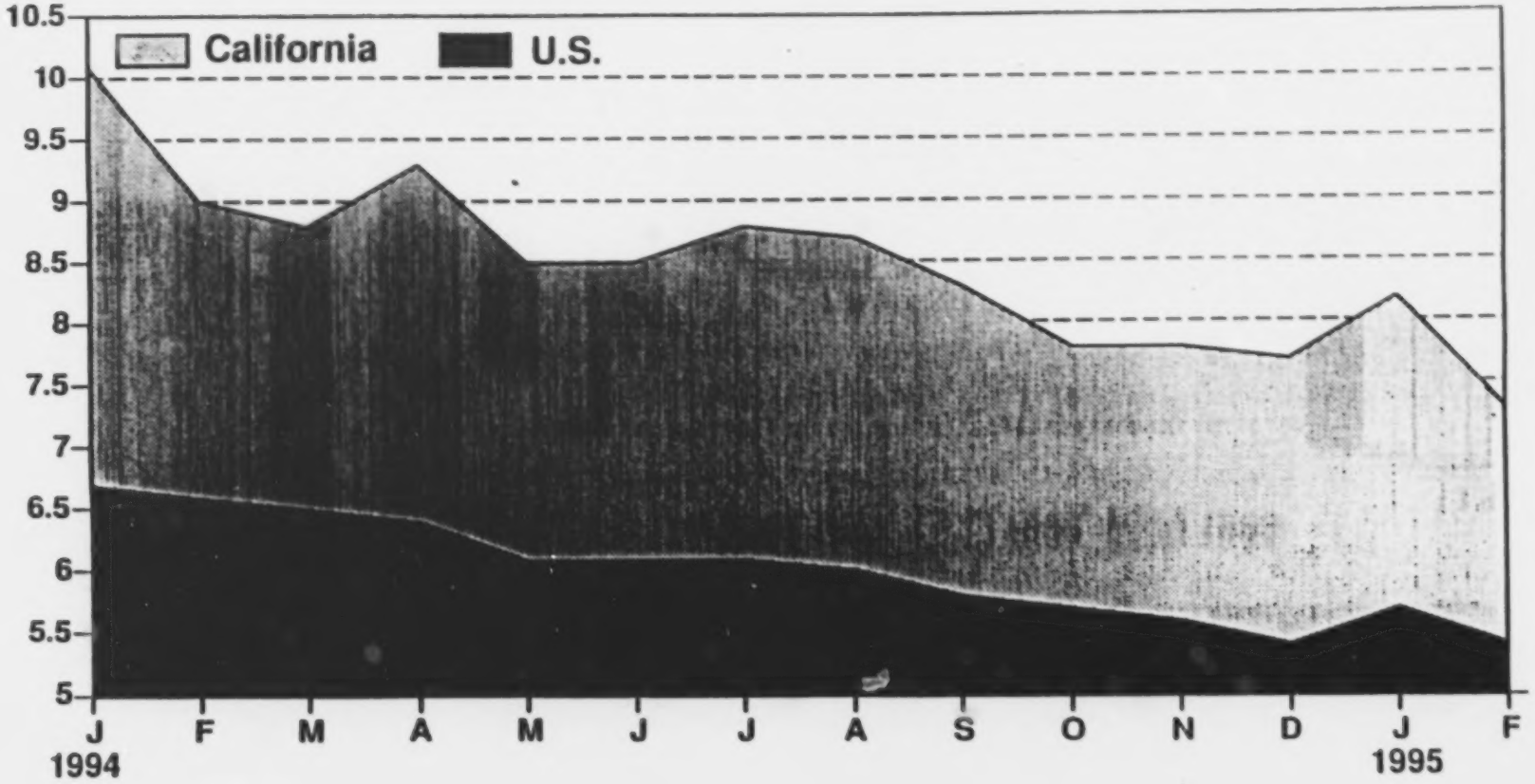
EMPLOYMENT BY MAJOR INDUSTRY
CALIFORNIA
1975, 1990 & 2005



SOURCE: Employment Development Department, Labor Market Information Division, California Statewide Projection

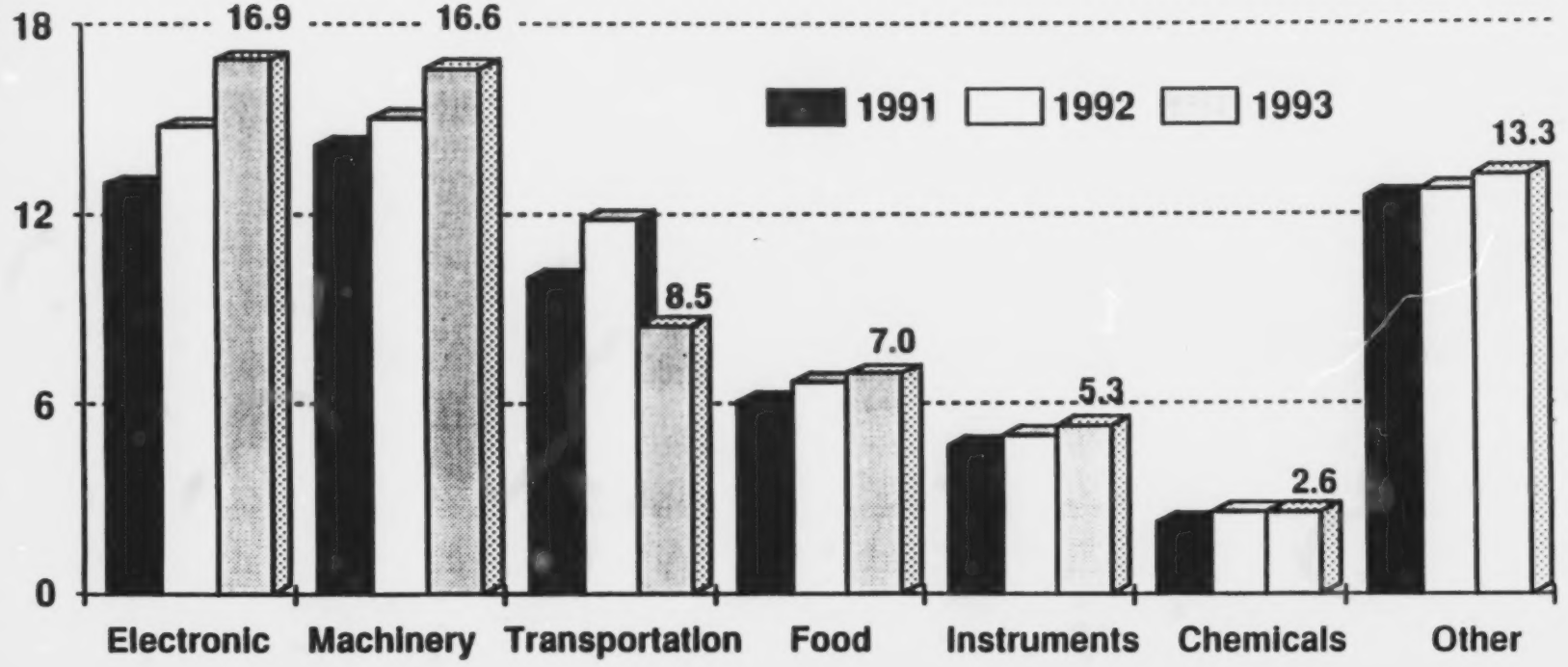
Appendix, Chart 3

CALIFORNIA vs. U.S. UNEMPLOYMENT RATE
1994 and 1995
(Percent, Seasonally Adjusted)



Appendix, Chart 4

TOP CALIFORNIA EXPORTS
1991 - 1993
(In Billions of Dollars, State of Origin)

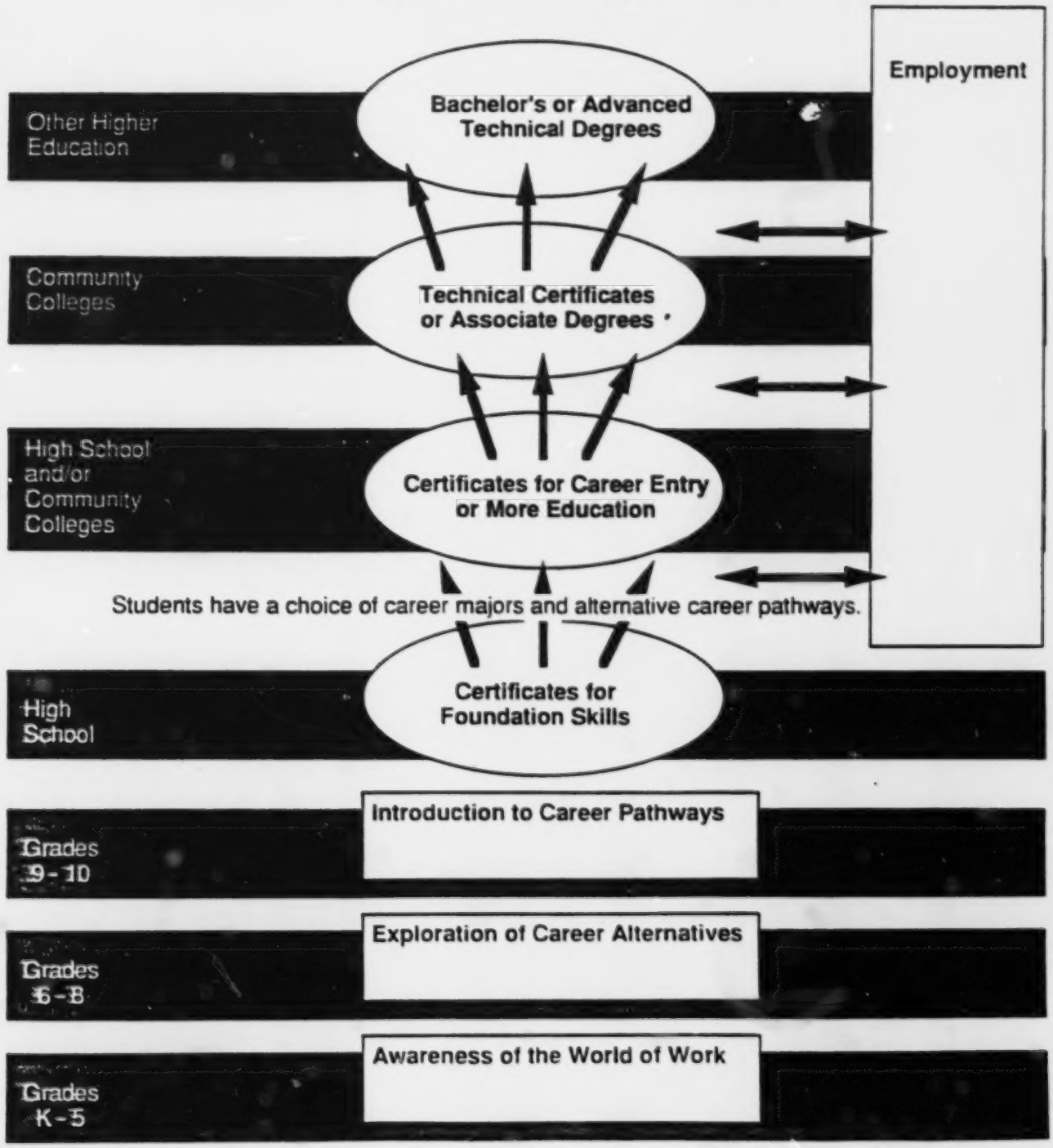


California's high quality and diverse industries make the state a world supplier of goods and services.

98 93

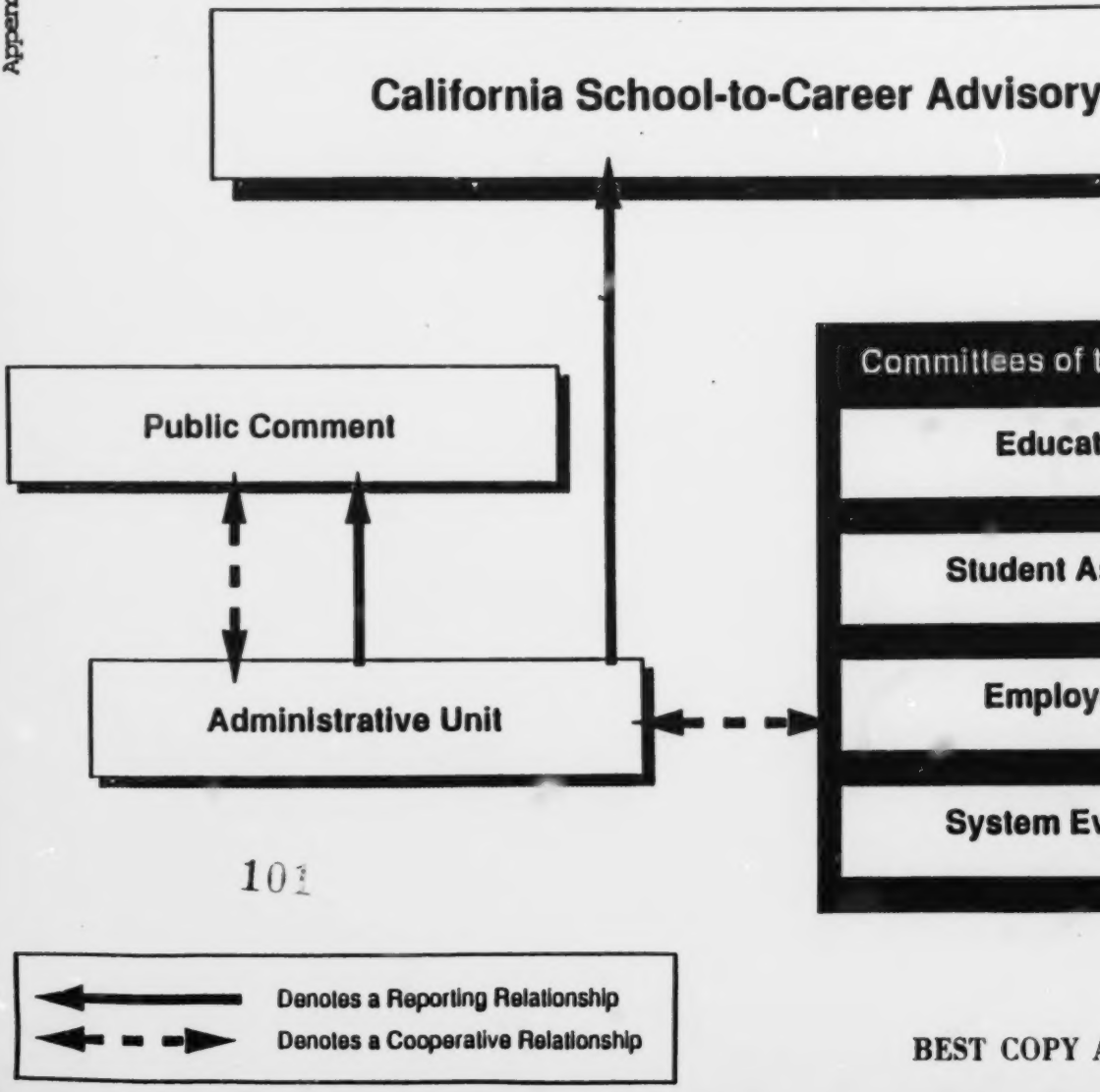
Source: California World Trade Commission

A Model for Career Pathways and Certification Levels


Employment
Other Higher Education
Bachelor's or Advanced Technical Degrees
Community Colleges
Technical Certificates or Associate Degrees
High School and/or Community Colleges
Certificates for Career Entry or More Education
Students have a choice of career majors and alternative career pathways.
High School
Certificates for Foundation Skills
Grades 9 - 10
Introduction to Career Pathways
Grades 6 - 8
Exploration of Career Alternatives
Grades K - 5
Awareness of the World of Work

Appendix, FIGURE 2

Proposed Collaborative Admin



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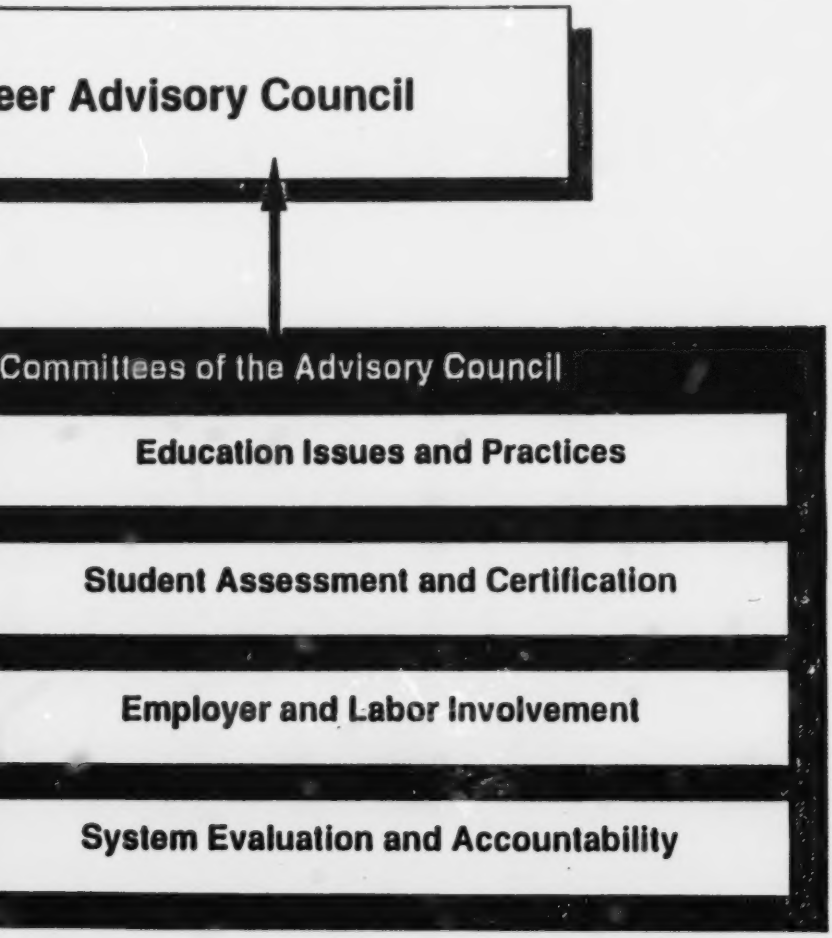
eer Advisory Council
Committees of the Advisory Council
Education Issues and Practices
Student Assessment and Certification
Employer and Labor Involvement
System Evaluation and Accountability

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California Chamber of Commerce

21.5.0 Funding for Vocational Education
Jim Higgs. Modesto College. Area A

Whereas there has been a strong funding base for vocational education in the form of grants such as Tech Prep and School To Work. and

Whereas the procedures and decisions for allocating and implementing these funds have been arbitrary. capricious and undocumented.

Therefore be it resolved that the Academic Senate for California Community Colleges direct the Executive Committee to write a position paper which includes: 1) a history of the policies. procedures and implementation of funding for VATEA. Tech Prep. School-To-Work and Vocational Education and 2) proposed set of procedures for the equitable distribution of funds. and

Be it further resolved that. assuming the aforementioned history will document inequitable decisions and capriciously determined funding. that the set of procedures be taken through consultation to be implemented.

M/S/C Disposition: Chancellor's Office. Executive Committee. CCCAOE

21.6.0 Vocational Education Faculty Representation
Scott Henderson. Cerritos College. Area C

Whereas it is essential to maintain the instructional integrity of educational programs. and

Whereas a number of federal and state initiatives are having an impact on vocational education. and

Whereas effective faculty involvement and expertise is essential to the maintenance of these standards.

Therefore be it resolved that the Academic Senate for California Community Colleges reaffirm its position that all advisory. steering and organizational committees involving vocational education have adequate faculty representation appointed by the appropriate state or local senate.

M/S/U Disposition: Executive Committee. Local Senates

21.7.0 Faculty Primacy in School-to-Work and Tech Prep Curricula
Bill Scroggins. Chabot College

Whereas the Chancellor's Office has funded various local college programs. directed solely by administrators. to coordinate. revise. and/or develop curriculum. and

Whereas those administrators at local colleges charged by the Chancellor's Office to oversee the development of such curriculum models have not consistently sought to involve local academic senates and the full-time faculty of the affected disciplines. and

Whereas proposals for the development and expansion of School-to-Work and Tech Prep continue to call for significant curricular reform including integration of academic and vocational instruction, skills certificates, and industry-driven curricular standards.

Therefore be it resolved that the Academic Senate for California Community Colleges reassert the statutory and regulatory primacy of faculty in determining curriculum and communicate this in writing to the Joint Advisory Committee on Vocational Education and the School-to-Career Interagency Partnership Group through the agencies which operate these programs: the California Department of Education. the Employment Development Department. the Chancellor of the California Community Colleges. and appropriate staff in these offices

M/S/U Disposition Board of Governors. Chancellor's Office. Executive Committee. Governor. CCCAOE. CA Dept of ED. Emp. Devel. Dept. Joint Advisory Comm on Voc. Ed. School-to-Career Partnership

21.8.0 School-to-Career Public Comment
Sam Weiss. Golden West College. Area D

Be it resolved that the Academic Senate of California Community Colleges inform local senates of the date and location of the meetings for public comment on the School-to-Career report. and

Be it further resolved that the Academic Senate for California Community Colleges encourage faculty to attend the public comment meetings and express their views on the report.

M/S/U Disposition Executive Committee. Local Senates. CCCAOE

21.10.0 Involvement in School-to-Career
Lin Marelick, Mission College

Whereas Community College have had very little input into the School-to-Career draft documents, and

Whereas the School-to-Work legislation will have a direct impact on community college vocational and academic programs, and

Whereas these programs will have a correlation to curriculum and to student career paths, and

Whereas the educational paths must be clearly defined for the student who continues to higher education, for the student who exits and returns for AA/AS, and for the student who exits and returns for a BA/BS,

Therefore be it resolved that the Academic Senate for California Community Colleges direct the Executive Committee to seek involvement in the final draft of the School-to-Career Plan.

M/S/U Disposition: Board of Governors, Executive Committee, Governor

21.11.0 Career Awareness
Sam Weiss, Goldenwest College

Whereas in the initial stages of the School-to-Career implementation, there will be some students who will reach grade 10 and be required to choose a career path without having the benefit of career awareness components in the curriculum during all of their school years, and

Whereas some adults who must face career path decisions require approximately 10 hours of career counseling assistance,

Therefore be it resolved that the Academic Senate for California Community Colleges recommend to the group which will eventually design the School-to-Career program that those students who have not had the benefit of career awareness curriculum and career alternatives curriculum have at least 10 hours career counseling and supervised career exploration available to help them with their decision

M/S/U Disposition: Executive Committee

21.12.0 Curriculum Development for School-to-Career
Sam Weiss, Golden West

Be it resolved that the Academic Senate for California Community Colleges direct the Executive Committee to urge the Governor's School-to-Career Task Force to have the career awareness curriculum developed by faculty who have experience in career counseling.

M/S/U Disposition: Board of Governors, CCCCA, Executive Committee, Governor, CCCAOE, School-to-Career Task Force

21.13.0 School-to-Career Plan
Bill Scroggins, School-to-Career

Whereas the Governor's School-to-Career Task Force in its preliminary draft of the California School-to-Career Opportunities Plan dated October 24, 1994, has proposed to fund only a few demonstration projects rather than meet the challenge of the federal School-to-Work Opportunities Act to reach all students,

Therefore be it resolved that the Academic Senate for California Community Colleges recommend to the Governor's School-to-Career Task Force that its state plan include the funding of local partnerships serving all citizens of the State of California rather than just a few demonstration projects.

M/S/C Disposition: Board of Governors, Chancellor's Office, Executive Committee, Governor, School-to-Career Task Force, CCCAOE

21.3.0 School-to-Career Plan
S95 Sam Weiss, Golden West College

Whereas the School-to-Career plan calls for the development of certificates which sanction students exiting high school before the completion of a high school diploma, and

Whereas this may have the effect of tracking and trapping students by having to declare their career area by the age of 16,

Therefore be it resolved that the Academic Senate for California Community Colleges oppose the concepts in the School-to-Career Plan which have the effect of tracking and trapping students.

M/S/C Disposition: Board of Governors, Chancellor's Office, Executive Committee, FACCC, Governor, Legislature, Superintendent of Public Instruction, CCCAOE

CALIFORNIA
SCHOOL-TO-CAREER

DRAFT IMPLEMENTATION GRANT APPLICATION

DRAFT

April 28, 1995

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DRAFT

INTRODUCTION

California is committed to a statewide, comprehensive School-to-Career system which serves all students. California will implement this system in every school and district in region of the state during the five-year federal grant period.

California obtained the support of those affected by this fundamental change through the inclusive statewide development initiative described in the Management Plan, Section VI of this proposal. The paramount objective of this statewide discussion was to obtain the consensus needed to support profound systemic change in one of the world's largest and most comprehensive public education sectors. The agencies, organizations and officials who have the most direct and vital interests in, and responsibility for, this systemic education reform have agreed on a vision of California's School-to-Career system, the basic policies on which it is founded, its major elements, and the means by which it will be implemented. These are described in California's Plan. This Plan, therefore, represents a powerful consensus for change.

California is a very large and extremely diverse social, political and economic entity. We cannot maintain that every person directly affected by the changes proposed in this application is aware of them or agrees with them; moreover many specific aspects of the new system, including some of the most important and sensitive elements, remain to be developed. California's implementation plan and schedule are based on these realities, and provide for continuing broad-based inclusive participation in the design and operation of every part of California's School-to-Career system. We believe that the following responses to the requirements of the implementation grant solicitation make clear that California has the consensus, the commitment and the means to complete the task.

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I. A Comprehensive, Statewide School-to-Career System

California's School-to-Career statewide system will be comprehensive in that it:

- Is for all students. All students means every student, as described in Section III .*
- Contains all of the elements of a School-to-Career system in Public Law (P.L.) 103-239 (the School-to-Work Opportunities Act).
- Is coordinated with all relevant federal and state laws and programs; and in particular, other education initiatives as described in Section I, pages 15-18.
- Is managed through a partnership of the agencies which have primary program and fiscal responsibility.
- Includes every segment of education, and all aspects of business and labor.
- Is closely linked with other workforce development and economic development programs and activities, as described in Section IV, pages 65-67 .
- Recognizes the authority and responsibility of state and local officials and governing bodies.
- Is based on a continuing, inclusive public discussion in which all individuals, interests, organizations and institutions have an appropriate opportunity to participate in the decisions affecting them.

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* "Section" refers to sections of this Application.

A. Design of a Comprehensive Plan

1. Strategies

a. Integration of school-based and work-based learning means the development of curricula and worksite experiences which reinforce each other to ensure that students acquire high levels of both knowledge and skill. This integration of learning experiences requires employers to show how tasks relate to fundamental knowledge, and requires schools to show how academic instruction relates to the tasks required by the job. To ensure that this occurs, California's School-to-Career system will:

- assist schools to develop curricula and instructional methods based on industry knowledge and skill requirements; and
- assist employers to relate job demands to academic knowledge and instruction, so that
- students will understand the direct relationship between what is presented in the classroom and what is required on the job.

California will accomplish this by:

- Establishing high academic standards consistent with the Secretary's Commission on Acquiring Necessary Skills (SCANS) report and the Goals 2000: Educate America Act,

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and ensure the full and active participation of employers, labor and education in the School-to-Career Advisory Council and its four statewide Committees (see Section VI.A. for the discussion of the Advisory Council, its Committees, their composition, functions, and relations to governing bodies and agencies).

- Establishing a Certificate for Foundation Skills to be awarded by about age 16 (or about the end of grade 10).
- Develop industry skill standards and certificates of initial and advanced mastery based on these standards.
- Providing pre-service and in-service training and professional development for classroom practitioners in methods and strategies designed to integrate work-based and school-based learning.
- Providing training to employers and labor representatives to assist them in relating job requirements to academic instruction.
- Providing information to educators and employers regarding sources and methods for analyzing the skills and knowledge required by broad career areas and occupational clusters.
- Providing both schools and businesses with sources of models of successful integration efforts.
- Requiring local partnerships, in their application for School-to-Career implementation grants, to show how school administrators, counselors, and teachers will work with employers, supervisors and employee representatives, to

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integrate school-based and work-based learning in the schools and businesses represented in the partnerships.

- Reviewing state curriculum frameworks to ensure that they support integrated work-based and school-based learning.
- Use the full range of methods to expose students to industry requirements, including high-quality paid and unpaid (or otherwise compensated) work experiences, mentoring, job shadowing, industry site visits, counseling and guidance and classroom presentations by business and labor representatives.

California has many excellent programs* operating throughout the state. These will become the foundations upon which some local partnerships fully develop integrated systems of school-based and work-based learning. Those existing partnerships which already have these programs operating in some or all of the schools and businesses they represent, can expand and enhance them as they are incorporated with other elements into a comprehensive local School-to-Career system. Partnerships without such programs may review those operating in other areas of the state and may choose to begin the development of a particular component of their School-to-Career systems by first implementing one or more of these programs. Two principles of the California School-to-Career Plan are important in this regard. First, the use of any existing program or programs as the basis for integrating school based and work-based learning, is a <u>local choice</u>. Second, the

* These programs are described in more detail in Appendix I.

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state will provide technical assistance (as described in Section IV.C.), to assist local partnerships in developing this element of their systems.

Programs used throughout California which successfully integrate work-based and school-based learning include:

- The "community classroom" (unpaid) and cooperative vocational education (paid) methodologies used by Regional Occupational Centers and Programs are directly related to students' instructional programs.
- The Partnership Academies use interdisciplinary curricula based on career pathways, extensive employer participation, worksite mentors and paid work experience between the junior and senior years of high school.
- Youth apprenticeship programs integrate academic and vocational curricula and provide extensive paid worksite learning experiences leading to employment in specific industries and occupations.
- Many Tech Prep programs have expanded to include related worksite learning experiences.

California has no illusions about the magnitude of the task ahead in integrating school-based and work-based learning throughout the state. This integration now exists, in varying forms and in varying degrees of effectiveness, in a variety of local programs. However, these programs at present serve relatively few students

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and employers. Expansion and refinement of these experiences into a system that is available to all students will require many state and local decisions, as well as the development of an infrastructure of support through technical assistance, model materials, guidelines and standards and evaluations of effectiveness. To assist in this effort, two committees of the School-to-Career Advisory Council, the committees on Educational Issues and Practices and Employer and Labor Participation, will assist the School-to-Career Advisory Council in making recommendations as to how best to implement this element of the state system.

b. Integrating Academic and Vocational Education

Academic and vocational education now represent distinctly different curricula. In California, academic curricula in K-12 are developed under eight state curriculum frameworks.* At present, there is no systemic method to integrate vocational and academic curricula. California will ensure, through the joint efforts of secondary and postsecondary faculty, that curricula are integrated so that students acquire high levels of foundation knowledge and can apply this knowledge through the skills required in work situations. Integration of curricula in the long term requires that foundation knowledge acquired through vocational courses will be accepted as meeting the standards and admission requirements

* See Appendix 2 for a list of curriculum framework.

of higher levels of education. Equally important, the work skills acquired in an academic setting must be accepted by employers.

California has agreed to several key strategies to support development of integrated curricula at the local level:

- Development of a School-to-Career state curriculum framework based on integrated curricula.
- A review and, if needed, revision of the state academic curriculum frameworks to eliminate barriers to integration.
- Joint development of integrated curricula by secondary and postsecondary faculty.
- A review and, if necessary, revision of the articulation among educational segments to ensure that no barriers to integrated curricula exist.
- Revision to pre-service and in-service training for classroom practitioners to incorporate the concepts and methods of integrated curricula.
- Development and implementation of a program to inform school board members, education administrators and practitioners about methods used to develop integrated curricula.
- Technical assistance to local partnerships through on-site training, access to curricula developed in other partnerships, guidelines and standards, and regional and statewide workshops.

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- A statewide program to involve parents, business and labor in developing integrated curricula.

California is fortunate in that many exemplary curriculum integration efforts are underway. These include:

- First priority for use of California's Perkins Act funds (approximately $118 million annually) for development of integrated curricula. This priority is established in the California State Plan for Carl D. Perkins Vocational and Applied Technology Education Funds, 1994-1996, which governs use of these federal monies.
- A California Department of Education project to train school teams of academic and vocational teachers, who serve as integration mentors to at least three other schools;
- Integration grants totaling $4.2 million (in Fiscal Year 1994-95) to community colleges from the Chancellor's Office of the California Community Colleges.
- In many schools, teams of academic and vocational faculty are working together to integrate curricula around career pathways.
- Two projects funded by the U.S. Department of Education to support integration of academic and vocational curricula, the first a $879,340 grant ($239,000 in the current year) to the California School Boards Association, to inform school board members and assist them in developing policies which support integrated curricula, and, second, a $1.8

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million grant (over four years) to California State University, Sonoma, (the Vanguard project) to provide in-service integrated curriculum development training to teams of academic and vocational faculty.

- State Board of Education development of a state School-to-Career curriculum framework.

As with integration of school-based and work-based learning, California recognizes that a comprehensive statewide School-to-Career system requires much work to be done in local schools to develop and implement integrated curricula. In addition to the extensive work already underway, however, California also has taken several important steps toward integrated curricula. First, the California School-to-Career Plan provides a clear consensus on the importance of integrated curricula, and establishes this as a major policy goal. Second, the Plan is consistent in assigning the state the role of setting expectations and providing assistance, but giving the local educational agencies the authority and responsibility to develop curricula that best fit their circumstances. Third, the Educational Issues and Practices Committee will have, as one of its primary responsibilities, the task of assisting the Advisory Council to develop recommendations on how the state may best support the development of integrated curricula.

c. Establishing Linkages Between Secondary and Postsecondary Education.

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Effective School-to-Career linkages between secondary and postsecondary education require formal agreements at both the state and local levels to ensure that instructional programs represent carefully planned sequences rather than the conflicting or duplicative requirements of unrelated segments. California is using a variety of methods to achieve articulations, primarily through integrated curricula which give postsecondary credit for specified secondary classes, which do not require that classes be repeated unnecessarily, and which provide planned sequences of instruction bridging the two segments. California has extensive development of secondary and postsecondary linkages underway, including:

- Statewide development and implementation of Tech Prep programs which formally link instructional programs in grades 9-14 or 11-14, in 91 Tech Prep consortia statewide.
- The California Department of Education's 1995-96 Tech Prep Request for Application (RFA), to fund 80 new Tech Prep Career Pathway programs which will combine other School-to-Career elements into Tech Prep.
- A Memorandum of Understanding (MOU) between the Board of Governors of the California Community Colleges and the State Board of Education affirming a common commitment to coordination and collaboration, especially in regard to vocational education.
- The Joint Advisory Committee on Vocational Education, currently the only joint committee of the State Board of

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Education and the Board of Governors of the California Community Colleges, which was created to address issues affecting linkages and improved coordination between the two segments, particularly in regard to federally funded vocational education programs.

- A formal agreement between the Board of Governors of the California Community Colleges and the Trustees of the California State Universities to focus on their common interests in workforce preparation and economic development.

Again, while the long-term task of developing comprehensive secondary-postsecondary linkages in a statewide system is large, California is in a strong leadership position. The California School-to-Career Plan establishes K-14 education as the first priority of the state School-to-Career system; maintains the same appropriate state and local roles in this aspect of the state system as in other aspects, and charges the Educational Issues and Practices Committee with assisting the Advisory Council in developing recommendations to help guide statewide implementation of this important aspect of the state School-to-Career system. The state will set expectations for local systems but will provide the local partnerships the flexibility to develop linkages that best fit their particular situations.

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2. Systemic Change In All Geographical Areas

Implementation of a statewide School-to-Career system in California entails issues of both scale and diversity; California is large, both geographically and in terms of population, and includes several distinct economic regions. These regions are dramatically different in terms of population density, industry and occupation mix, infrastructure development, market access, socio-demographic characteristics, institutional relationships, and other key characteristics. In order to ensure that there is systemic change in the way youth are educated in all geographic areas, California will:

- Develop the statewide system through development of local systems. The most fundamental policy decision underpinning the California School-to-Career Plan is to give local partnerships as much flexibility as possible in developing local systems which meet their unique needs and are responsive to their individual situations. The State's role is to establish statewide policy, eliminate barriers, provide technical assistance, set expectations through standards and competitive grant processes, and evaluate performance. This approach replicates the direction taken at the national level, for good reason: in California, as nationally, one size will not fit all.
- Ensure statewide coverage from the beginning of implementation by defining specific economic regions of the state, using the 12 regions established by the Association of

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County Superintendents' (see Attachment 1). This regional structure also is being used for implementation of Goals 2000. (Definition of the economic regions of the state, from almost any institutional or organizational perspective, would have much the same result.) These regions are not intended to reflect or create any governance or administrative structure; they serve only to define geographic areas with common characteristics.

- Ensure, however, that, beginning with the first year of implementation, at least one partnership will be funded in each region; this will ensure that School-to-Career systems are implemented across all geographic areas from the outset of implementation.
- Subgrant School-to-Career funds to local partnerships through a competitive process. Local partnerships will be self-generated at the local level, consistent with state standards and expectations, and through this local initiative will define the geographic areas they serve. It is unlikely that a region will be served by only one partnership; the smallest of these regions is larger, in terms of population, than the smallest states, and many regions are larger, in terms of population and political and administrative structures, than medium-size states.

While this approach is consistent with maintaining high standards for local system implementation through a competitive grant process, and ensures geographic coverage, this approach may

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require technical assistance and support from the state to ensure that all regions include partnerships which are prepared to submit competitive proposals.

3. **Strategies to Align Education Reform, Economic Development and Workforce Development into a Comprehensive System that includes School-to-Career**

California recognizes that Congress is now considering dramatic changes in education, workforce development, and social service programs, and the funds for these programs, and that some of these changes may well take effect in the near future. California has addressed directly the issue of coordination of these programs, even in an uncertain environment, by taking the following steps:

- During the development grant period, the Governor appointed a School-to-Career Task Force (see Section II.A.), which is a major step toward improved statewide coordination. The membership of this body is diverse and represents every major interest in education reform and workforce development. The Task Force has been systematic in establishing a strong policy foundation and has consistently used inclusive, open methods for public participation in system design and decisions.
- Three federal education initiatives, the School-to-Work Opportunities Act, the Goals 2000: Educate America Act, and the Improving America's Schools Act, are being

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implemented concurrently. These also are being coordinated with the Carl D. Perkins Vocational and Applied Technology Education Act, the Job Training Partnership Act, and the Adult Education Act.

- Implementation of the Goals 2000, Educate America Act, is being coordinated with the School-to-Career initiative, including special consideration given in the Goals 2000 Request for Application to local coordination of the two initiatives. A reciprocal coordination requirement will be included in the School-to-Career Request for Proposal. Continuing coordination among these Acts will be a responsibility of the School-to-Career Advisory Council.
- In response to state legislation (Senate Bill (SB)1417, Johnston, 1994), the State Job Training Coordinating Council is reporting to the Governor and the California Legislature on workforce development programs, addressing specifically some of the issues which also affect California's School-to-Career system, including performance standards, information systems, coordination among programs, and governance. Continuing coordination on these common issues will be an important responsibility of the School-to-Career Advisory Council.
- The State of California has received a $400,000 Department of Labor grant, which it has supplemented with $600,000 of Wagner-Peyser funds, to develop a state plan for One-Stop Service Centers to serve job seekers and employers. This plan which will give structure and direction

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to coordination of workforce development services at the local level, also will support local School-to-Career partnerships.

- These initiatives--School-to-Career, Goals 2000, the SB 1417 report on workforce development programs, and the development of the One-Stop Service Center plan, are further linked through the overlapping participation of the same key staff from the same key state agencies. This continuing discussion across agencies and programs assists materially in moving these programs toward better alignment.
- The staff effort, in support of the Task Force, in developing the California School-to-Career Plan and this implementation grant application, is in itself a major accomplishment in collaboration. Key staff from the Employment Development Department (EDD), the California Department of Education and the Chancellor's Office of the California Community Colleges have developed consensus, policies, a State Plan, and this application, using extensive public and institutional participation. This may be the most productive collaboration ever achieved by these three agencies.

These initial efforts to align programs have been productive, but much remains to be done. Recognizing this, California has committed itself to a sustained, long-term effort to achieve more

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efficient and effective services through improved program coordination.

4. All Students Have a Range of Options

California has taken care, in developing the concepts and policies which frame its School-to-Career system, to ensure that the system is for all students, and that all students have the widest possible range of options for higher education, additional training, and employment in high-skill, high-wage careers. Participation of all students is discussed in Section III. However, the inclusion of all students addresses two general categories of concern: first, that students with special needs receive the services needed to ensure their successful participation. Second, that the School-to-Career system be designed for all students, including those who will go on to higher education. It is this second concern which is more relevant to the issue of range of options. The Task Force established policy in California's School-to-Career State Plan ensures that the statewide system be designed to meet the state's university entrance requirements. To that end, representatives of the state's higher education segments, including universities and colleges, have been integral partners in the developmental process, including membership on the Governor's initial School-to-Career Task Force, and will participate in the School-to-Career Advisory Council and its statewide committees on Student Assessment and Certification and Education Issues and Practices. The latter committee will specifically be charged with making

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recommendations to the Advisory Council on strategies to ensure that school-based components of the School-to-Career system address university admission requirements.

Designing a system to serve all students includes both high expectations and rigorous academic standards, as well as carefully planned programs of professional and curriculum development to ensure that a variety of high-quality learning opportunities are both provided to all students and are structured to provide maximum opportunity for their success. Additionally, the Request for Proposal for local implementation grants will require partnerships to describe how local School-to-Career systems will enable students to meet high academic standards, including those established through Goals 2000.

By designing a School-to-Career system to serve all students, including those who will go on to higher education, university entrance remains a viable option for all students. The following elements of California's School-to-Career system support a full range of choice:

- In the elementary grades, all students will have experiences which promote an awareness of the world of work and their relationship to it. These experiences will assist students in gaining an awareness of self and an understanding of the value of work, providing connections between school and

the world outside the classroom as they learn about their future roles as family members, citizens and workers.

- In the middle grades, beginning no later than grade 7, career counseling and guidance will help all students gain information about their aptitudes and interests, as they begin to learn about education and work requirements related to their initial career interests. Middle schools will integrate exploratory experiences, such as volunteer and community service or field trips, parts of students' instructional programs.
- The high schools will provide structured sequences of integrated coursework to provide students opportunities to apply their academic skills; develop general employability skills, including critical-thinking, decision-making and leadership skills; and build a strong academic foundation for lifelong learning. This structure will result in certification of students' foundation knowledge and skills by about the end of grade 10 and provide options for life-long learning and advanced education for all students. Special support and accommodations will be provided for students at-risk or those with special needs.
- By grade 11 or 12, students in the School-to-Career system will be offered a choice of career majors organized around broad themes that combine academic, applied academic, and community- or worksite learning experiences. Career pathways in these majors will provide bridges between instructional programs, should students' interests change.

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All pathways are linked to certification and postsecondary education, associate degree(s), and/or university admission (see Figure I).

Systemic change is an extremely ambitious undertaking, requiring dramatically different methods in the schools. How the necessary systemic change can be made to provide each student with the full range of options is discussed in the following sections.

5. Ensures Coordination with Existing Training Programs and Resources

California will take several actions to coordinate School-to-Career with training programs and resources:

- Coordination with direct grant recipients (four sites in California; see Appendix 3) will be accomplished through periodic meetings to monitor progress and develop methods to share the experience gained in these sites with other local School-to-Career partnerships;
- Technical assistance provided by the state to inform local partnerships of all of the programs and fund sources, across all education, employment and training and social service systems will be incorporated into comprehensive local School-to-Career systems. The state also will provide assistance in developing the methods by which these

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programs and funds can support local School-to-Career systems.

- The Job Training Partnership Private Industry Councils/Service Delivery Areas will be represented in the Advisory Council and the state will encourage their inclusion in local partnerships.
- Establishing high expectations through the competitive Request for Proposal process for local partnerships to coordinate programs and funds. Competitive factors will include the extent to which the partnership is inclusive of all of the interests which should be represented in a comprehensive School-to-Career system; the extent to which partners' responsibilities are defined in written agreements; the delivery systems, programs and funds which are incorporated into the School-to-Career system; and the extent to which innovative methods are used to support systemic change with existing services and funds. These requirements, and the competitive nature of the grant process, will direct partnerships' attention to program coordination and effective use of available funds.
- At the state level, the coordination described in Section I.A.3. will support local coordination.
- The Request for Proposal for implementation grants to local partnerships will give priority to coordination of existing programs and funds.
- The state will require local partnerships which receive implementation grant funds to act as mentors to other local

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partnerships in regard to coordination of training programs and resources.

B. California has the Capability to Achieve Requirements and Put Components in Place

1. Work-based learning

2. School-based learning

3. Connecting activities

This grant application addresses these three components together, rather than separately, because they are inseparable in the operation of a comprehensive system, and because California's capability is the same for each of these components.

Perhaps the most important point in response to the subject of capability is that California is in complete agreement that these three components are essential for systemic change in education and the implementation of a comprehensive statewide School-to-Career system. California's School-to-Career planning, beginning with the earliest discussion, has included these components as the ineradicable foundation of educational change. Moreover, California's definitions of these components are all-inclusive. Work-based learning includes paid, otherwise compensated (for example, through a scholarship or tuition assistance) and unpaid work experience, mentoring both at the worksite

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and school site, job shadowing, in-class presentations, strong industry participation in program planning and standards development, and on-site employer classrooms. School-based learning encompasses the full range of SCANS skills and world-class industry skill standards, and connecting activities begin in the primary grades. Our plan and system, therefore, will be entirely consistent with requirements and broad objectives of the federal law and initiative.

California believes that the following are necessary to make the concept of School-to-Career the every-day reality in all of California's schools:

- Broad-based political consensus among the state leadership on what needs to be done and how to do it.
- A state governance structure which (1) derives from and expands the political consensus and (2) develops policies as the foundation for systemic change leading to a comprehensive statewide School-to-Career system.
- State policies which are conceptually sound and which produce systematic change and effective program operations.
- Changes in state agencies' operations to fully support local development and implementation of local School-to-Career systems.
- State incentives sufficient to encourage all areas of the state to clearly identify what is needed at the local level to commit to, and achieve, systemic change in education.

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- Technical assistance to local areas to assist them in overcoming barriers to systemic change and to keep redundant development to the minimum.
- A process of evaluation and accountability to identify best practices and to ensure that local partnerships achieve their goals.
- Changes in state law to eliminate barriers to systemic change, establish the essential (and only the essential) legal structure for a statewide School-to-Career system, and ensure that this systemic change is effected in all areas of the state.

California is no different from other states: to achieve comprehensive, systemic, effective change, it must create the means to change. Some of the means were in place or well underway from the inception of California's School-to-Career initiative; others can be established only over a longer period of time. In summary, however, California has achieved more than sufficient capability to achieve system requirements and put the three components of a comprehensive statewide School-to-Career system in place, as demonstrated by the following:

- Political consensus. The development of California's School-to-Career Plan, and this grant application, was guided by a Task Force, and used a variety of ad-hoc organizations and public meetings to expand direct participation to as many persons, institutions, organizations

and interests as possible. (The Task Force and the Methods to extend participation are described in Section II.) What is significant is that the Task Force included the highest level of political representation (statewide offices, including the Governor and the State Superintendent of Public Instruction, and members of the state Legislature, from both houses and political parties) as well as appointees to the education governing bodies and representatives of the major statewide organizations, institutions and interests. No broader or higher level of political participation could be achieved with a body of this size. Therefore, the vision, policies and plan adopted by this body represent a working political consensus which can be sustained (through the successor body to be established for implementation, the School-to-Career Advisory Council) through statewide implementation.

The longer-term governance structure for California's School-to-Career system, described in Section VI, will achieve several important ends:

- It will maintain the same political representation which has been successful to date.
- It will be consistent with, and recognize, the authorities and responsibilities of the governing and advisory bodies established in law, and will act in concert with these bodies.

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- It will have responsibility for recommending (to the Governor, the Legislature, the education governing bodies, and other interested parties) on coordination of education initiatives, especially including implementation of the Goals 2000 and Improving America's Schools Acts.
- It will coordinate its actions with those of the governing and advisory bodies responsible for other aspects of workforce development, particularly employment and training programs, to better align education reform, workforce development, and economic development as California's comprehensive workforce development system evolves.
- It will continue to develop sound policies which create effective systems and operations.
- It will serve as a widely-accepted forum for discussion among all parties and interests of the concerns and issues affecting education reform and workforce development.
- It will have a subordinate structure (principally the four standing committees) which provide an impartial and broad-based method to address, systematically, objectively and inclusively, a number of extremely complex and sensitive issues; such as assessment, accountability, public-private sector relationships, and changes in pedagogy, which can only be resolved over the longer term.

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- It provides the greatest likelihood that California's School-to-Career system can be carried through to completion during an extended period in which elected and appointed officials will change.

California believes that changes in the authorities and responsibilities of the present governing bodies requires a political unanimity about goals and methods which can be developed only over the longer term. While the discussion of governance over workforce development is very active in California at present, and may result in change during the implementation of the statewide School-to-Career system, it would be premature to base governance of School-to-Career on anticipated changes. California believes the School-to-Career governance described here is by far the most effective structure to support systemic change in the short term; it will be reviewed and revised, however, as circumstances change.

California will continue to develop state policy recommendations in support of implementation of its School-to-Career system using the current successful methods. The principal means for policy development has been staff presentations of policy issues and choices for policy direction to the School-to-Career Task Force, after extensive public discussion to refine both the issues and the choices. In many cases this process has included the participation of education governing bodies and statewide organizations in formal review and comment before presentation to the Task Force.

The basic elements of successful School-to-Career policy formation are:

- The Task Force's adherence to its advisory role.
- Broad-based discussion of issues and choices, incorporating the consultative and communication responsibilities of governing and advisory bodies, state agencies and statewide organizations.
- Thorough staff analyses presented clearly in the public forum of the Task Force meetings.
- Clear communication to all interested parties of the Task Force recommendations.
- Consideration of the effects of past policy recommendations in developing future policy issues and recommendations.

California will continue to employ this method, and to further develop it by expanding public participation and refining communication processes.

The changes in state agencies' operation which have begun during the development of the state School-to-Career Plan and this implementation grant application will continue and be expanded. These are of two types:

. Collaborative management. California established an Interagency Partnership, to manage the development of the California School-to-Career Plan and this grant

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application. The senior managers and staff who have participated in this ad-hoc unit represent K-12 education, the community colleges, and (through the Employment Development Department) the Governor's Office and statewide employment and training programs.

This interagency partnership has been a key element in California's progress toward a comprehensive statewide School-to-Career system. It has provided expert program and institutional knowledge; credible representation of the public sector programs most vitally involved; a working forum for identifying and resolving conflict and setting common goals; a means to communicate quickly and effectively among agencies widely separated organizationally; and staff with the knowledge and skills to manage the complicated logistics of public meetings, prepare and distribute thousands of copies of crucial and highly sensitive documents; identify, analyze and develop resolutions on difficult, fundamental questions; and serve as a single point of contact for the thousands of individuals vitally interested in this initiative. The inevitable inefficiencies of this cross-functional team method have been compensated many times over by its ability to resolve issues at operational levels and get the job done.

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- Improved coordination within two of the principal agencies involved, the California Department of Education and the Employment Development Department. The recently-elected State Superintendent of Public Instruction has moved quickly and effectively to increase the department's executive and managerial capacity and to begin the process of eliminating internal barriers to cooperation and coordination across programs and units. This has been exemplified through structural and procedural changes and demonstrated by the continuing collaboration between School-to-Career and Goals 2000 staff. The Employment Development Department has been under the same executive leadership for more than four years and is implementing carefully planned administrative changes which will increase its administrative effectiveness and provide the capacity to support major programs and policy initiatives. These changes in key state agencies are important to the continued support needed for statewide systemic change.

The state has recognized from the beginning of the discussion of a School-to-Career system for California that this change is fundamentally a local change, and that the state's role will be to provide local agencies with the incentives and support they will need to carry it out. Local School-to-Career partnerships must address many of the same issues, in implementing

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comprehensive systemic change, which the state must resolve: political consensus; sound policy; inclusive and effective partnerships; and new methods for program management and coordination. In addition, however, the local partnerships and the organizations (public and private) which they represent have the enormous task of changing the working lives of thousands of people in order to implement a new, superior local system of education. Even in an environment in which there is broad consensus that this change is crucial for the state's social and economic well-being, the state must provide every available incentive and support to the local partnerships. These will include:

- Implementation funds to those local partnerships identified through a competitive grant process as most capable of implementing systemic change to create effective local School-to-Career systems, assisting in the development of a statewide system design, and serving enough students to help bring a statewide system to scale.
- An extensive statewide public information campaign to expand the statewide consensus for change and, in particular, to increase the number of employers and labor organizations which are actively involved as full partners at the local level (see Section II.A. below).
- Providing technical assistance, as described in greater detail below. The state recognizes that providing appropriate technical assistance to all School-to-Career

partnerships and sites is its most important responsibility to local partnerships.

- Continuing to model the state-level collaboration necessary for success.
- Maintaining effective communications between federal, state and local agencies and organizations. Timely, complete and accurate information substantially assists in this complex and lengthy change process. The state will continue to use mail, facsimile, and, increasingly electronic access through the Internet and other statewide networks to support local partnerships.
- Continuing local participation in statewide School-to-Career governance. The state will ensure appropriate (in number and diversity) local representation in the School-to-Career Advisory Council, its standing committees, and ad-hoc work and consultative groups. This will permit local concerns and suggestions to be expressed directly to policy makers, and facilitate effective, mutually-satisfactory interaction between the state and local levels.
- Continued state level collaboration among the School-to-Career Advisory Council, its committees, and the Interagency Partners and with statewide organizations will provide an additional, vital, means of communication between the state and local levels, as state officers of these organizations work with their local counterparts. Examples of this type of network include the Parent-

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Teachers Association, the Chambers of Commerce, the California School Employee's Association, the California School Boards Association, the Association of California School Administrators, the Western Job Training Partnership Association, the California Teachers Association, and many other professional, special interest and advocacy groups.

- Continued state-sponsored public meetings to obtain public discussion and suggestions at key points in statewide implementation, bring diverse interests together in common discussion, and maintain direct contact between the state and local levels.

These various methods to support local work will be expanded over the duration of implementation to ensure that state activities fully support local efforts.

Technical assistance. State technical assistance will be based on programs already in place in California that exemplify School-to-Career components, and emerging local School-to-Career systems in California. As described in Section I., California has a wide range of such programs now in operation, has received four direct federal School-to-Career grants, will subgrant implementation funds to a substantial number of local partnerships, and will support contracts for School-to-Career technical assistance and capacity-building projects from state funds. These various

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efforts provide the empirical foundation for development of a statewide system through replication of best practices. This approach also is completely consistent with California's general approach to implementing a comprehensive statewide system, which is to focus state responsibility on establishing a legal and policy framework and setting standards and expectations, while providing local partnerships the maximum latitude in system design and operation.

Specifically, to provide technical assistance, the state will:

- Work closely with California's direct-grant partnerships to monitor their progress and incorporate their experience into statewide development through mentoring and other methods described below.
- Require each local partnership which applies to the state for implementation grants to specify how it will support statewide implementation by mentoring, or partnering with, at least one other partnership, sharing successful methods statewide as "best practices," and participating in state-sponsored work groups and meetings.
- Contract for technical assistance through a competitive Request for Proposal process, which will develop, publish and distribute technical manuals and model material, provide on-site training, facilitate local

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collaboration at meetings and seminars, and advise state staff on actions the state needs to take to support local system implementation.

- Support capacity-building projects which will: 1) permit an individual local partnership to overcome a specific barrier to implementing a local School-to-Career system by providing funds and technical assistance and simultaneously 2) develop a "best practice" component which can be used by other local partnerships with similar barriers. These projects may be particularly useful to rural partnerships, which must achieve cooperation among small populations which are widely dispersed and relatively inaccessible, and which have much less robust infrastructures, limited budgets, fragile economies, and are so widely separated within the state that they have difficulty working collaboratively. Unlike other state grants to local partnerships, recipients may be selected based on needs as well as capability.
- Use state program staff (in employment and training programs, as well as educational programs) to incorporate School-to-Career guidance in the technical assistance they provide to local agencies.
- Use professional organizations to provide specific technical assistance to their local counterparts. An example of this is the California School Boards Association project to develop an information program

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for school board members on the integration of vocational and academic education.

- Provide centralized access to information and sources of information, particularly technical guides, "best practice" processes and documents, system evaluations, source documents such as state and federal laws, major studies and reports, and references to individuals who have expert knowledge and experience on specific aspects of School-to-Career system components and methods.
- Use federal information sources and technical assistance at the state level and refer local partnerships to these sources.

California believes that these methods of technical assistance, in the context of the state's plans for governance and implementation administration, will ensure that the state fully meets local expectations for technical assistance.

- Evaluation. The state will employ an independent contractor, selected through a competitive process, to evaluate, at least every two years, the state's progress in implementing a comprehensive statewide School-to-Career system. This statewide evaluation will incorporate evaluations of a sample of selected local partnerships. In addition, each local partnership which receives state funds will be required to report annually on progress toward goals, and to be evaluated by an independent entity at least

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every two years. The state will in turn provide an annual public report, no later than three months after the close of the program year, on the state's progress toward implementation of a comprehensive statewide system.

Changes in state law. Unlike some other states, California has not enacted comprehensive educational reform legislation, nor specific legislation to enact a statewide comprehensive School-to-Career system. (The recent history of California education legislation is described in Appendix _____.) California believes that it would be premature to attempt to enact such sweeping legislation at this time. California has sufficient authority and flexibility under existing state law to begin implementation of local School-to-Career systems. Rather, California's approach to legislative change to enact education reform is to base it on the experience gained through state and local experience with systemic education change, particularly through implementation of the School-to-Career system, and to support changes in the education code when the political consensus and policy direction have been established. This may result in legislative enactments which address particular issues, systems components, barriers and opportunities, and, during the implementation of the comprehensive state system, have the cumulative effect of enacting a comprehensive reform in the law. The exact sequence and timing of this means to legislative reform in

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education cannot be predicted, nor can the scope of any individual bill. This approach relies on the continuous direct involvement of members of the Legislature in governance of California's statewide School-to-Career system; as discussed above, California's governance structure is designed to ensure that this occurs.

- Employer and labor involvement. Employer involvement in implementation is crucial to success; this subject is discussed in Section II below. For purposes of discussion of capability, however, California acknowledges the vitally important role employers and labor will have in achieving system requirements and putting all aspects of key components in place.

4. Assessing Student Skills and Issuing Certificates

The core of California's vision for a comprehensive statewide School-to-Career system is a coherent structure of career pathways, career majors, skills standards and certificates. The Student Assessment and Certification Committee (see Section VI) will assist the School-to-Career Advisory Council in developing recommendations for a coherent education and training structure which will provide every Californian with opportunities to attain a high level of foundation skills, achieve career entry skills and continuously upgrade them, and which employers will trust and use as the source of employees whose skills meet the highest international standards. This structure will consist of well-defined

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career pathways together leading to portable certificates and degrees that attest to attainment of necessary skills and knowledge. While the Student Assessment and Certification Committee and the School-to-Career Advisory Council will continue to refine this structure of certificates during the implementation grant period, development of the California School-to-Career Plan resulted in consensus on the structure shown in Figure 1 as the starting point for discussion. This structure includes Certificate for Foundation Skills at the 10th grade level, a Certificate for Career Entry, in either high school or community college, when a formal career pathway program is completed, and a Certificate of Technical or Associate-level Skills in the Community colleges. This structure is designed so that any of these three certificates may lead to a bachelor's or higher degrees at the university level. This is fundamental to a statewide School-to-Career system for all students, including those who will go on to four-year colleges and to universities. At each level, there will be performance-based assessments of specified skills and knowledge. Each certificate level is described below in greater detail. California has already begun to encourage the development of career pathway programs through the publication of Second to None and through the targeting of significant amounts of federal and state funds for this purpose. During the implementation grant period California will continue to direct those and other state and federal resources to this purpose. Initially, local partnerships, which must include local employers, will identify and initiate career pathway programs that respond to local

employment opportunities. Beginning immediately in the implementation grant period, however, the School-to-Career Advisory Council will initiate a number of actions that will, in the longer term, lead to the creation of a state incentives to create new career pathways that match the needs of those growth industries that have strong potential for high-skill, high-wage employment and that are consistent with the development of national skills standards. These actions include the work on certificates described below.

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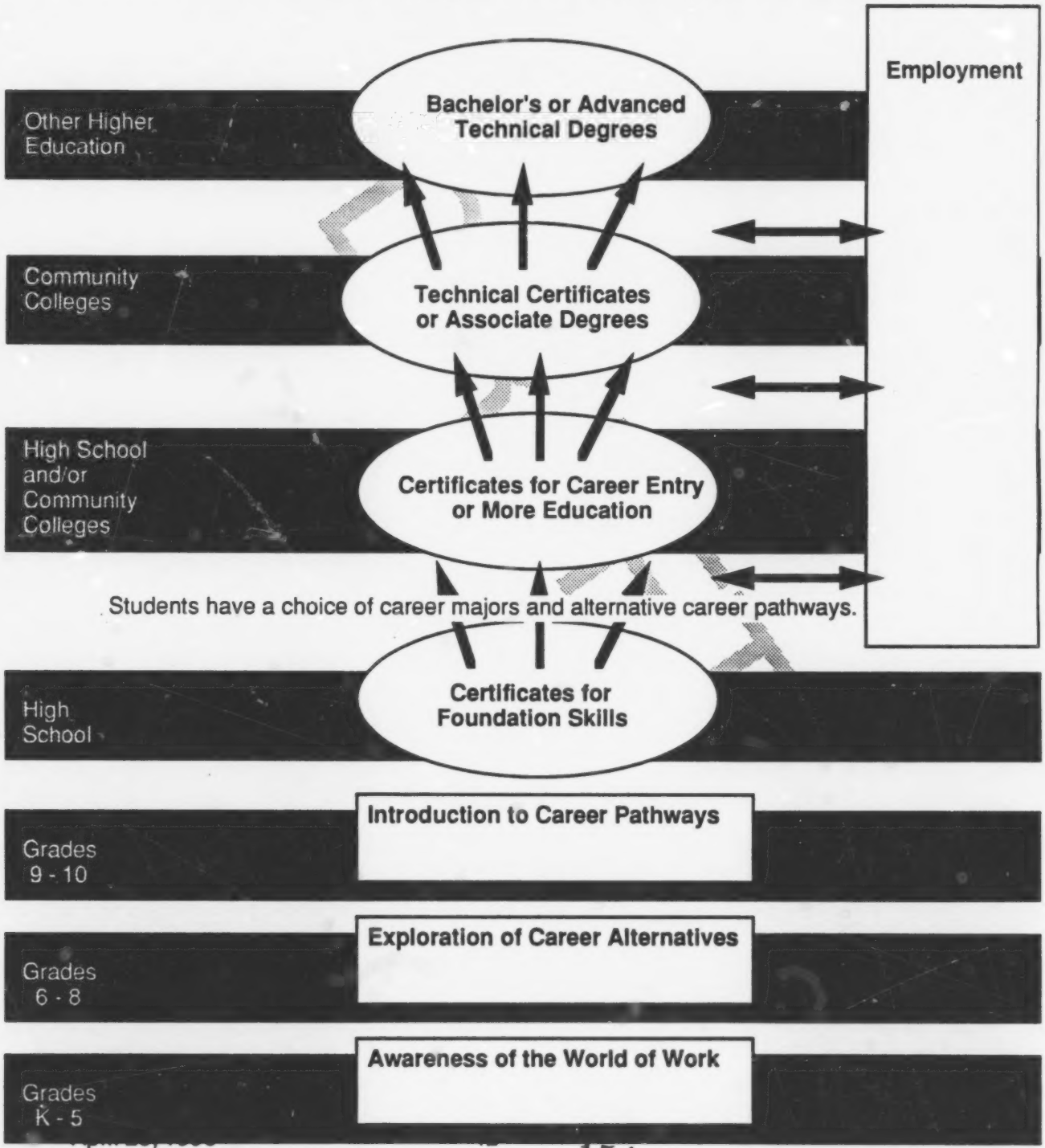
Figure 1

A Model for Career Pathways and Certification Levels


Employment
Other Higher Education
Bachelor's or Advanced Technical Degrees
Community Colleges
Technical Certificates or Associate Degrees
High School and/or Community Colleges
Certificates for Career Entry or More Education
Students have a choice of career majors and alternative career pathways.
High School
Certificates for Foundation Skills
Grades 9 - 10
Introduction to Career Pathways
Grades 6 - 8
Exploration of Career Alternatives
Grades K - 5
Awareness of the World of Work

The first level of certification will be for mastering foundation skills and knowledge. California will develop a system under which public school districts will, by about the end of 10th grade, be required to certify that students have mastered the core skills and knowledge they need to lead full and productive lives. Requirement of this certificate for all students reflects California's belief that all students need to master the same fundamental set of skills and knowledge, including reading, writing, communications, basic mathematics and scientific reasoning, critical thinking and problem-solving. A requirement for a fundamental skills certificate sets a common standard for all students and therefore gives them, parents, employers and teachers a way to assess their attainment levels. Statewide implementation of a credible Certificate for Foundation Skills which accurately reflects students' actual attainment of knowledge and skill is crucial to employers' continued support for the School-to-Career system.

Development of the Certificate for Foundation Skills will be one of the first tasks undertaken. Beginning immediately with a process to decide how schools will be required to certify that students have mastered the core skills and knowledge they will need to live full and productive lives. This process will be the primary responsibility of the California Department of Education and the State Board of Education, with the support of the School-to-Career Advisory Council and especially the committee on Student Assessment and Certification.

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California recognizes that its statewide School-to-Career system must provide all students with choices of career pathway or majors that lead to Certificates for Career Entry and to employment or additional education. The Certificate for Career Entry, awarded at the successful completion of a career pathway or program major, will attest to a student's competence to enter a career, pursue additional education, or do both. The certificate will assure employers that a student is prepared for career-entry employment in the industry around which the career pathway was designed. The certificate will be associated, for example, with bio-science, health care, transportation, financial services, telecommunications, hospitality, or other industry-based clusters. The related career pathway programs will be designed to allow students to change majors without undue penalty and have the choice among a variety of majors or occupational specializations. The majors will be designed to encourage--and not preclude--additional education after the award of the Career Entry certificate. Most important, the award of the Certificate for Career Entry will signify that students have demonstrated, by objective academic-based examinations and performance-based assessment, that they have mastered the skills and knowledge that are based on standards that industry has approved. Specifically, award of Career Entry certificates will be based on a multi-part assessment that measures at least the following:

The attainment of industry-specific skills according to standards approved by the industry;

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Successful performance on classroom tests of school-based curricula; and

High-level results on performance-based assessments of students' worksite learning.

If certificates are to be portable and reliable indications to industry that high academic and vocational standards have been met, they must represent a statewide industry consensus. Accordingly, California will initially support local partnerships' sites in their efforts to identify skills and standards appropriate to Certificates for Career Entry in the career pathways they offer. California has already made progress in this area with its work on standards in banking and telecommunications industries and with the participation of Californians in other national skill standards developments. These accomplishments will serve as a model for the Advisory Council and Committee on Student Assessment and Skill Standards in developing statewide standards consistent with local and national efforts.

Currently, California and its educational institutions award licenses, certificates, and degrees in a variety of subject matters and occupational fields. Yet, in many high-skill, high-wage careers there are no appropriate certifications. California's School-to-Career system will strengthen and consolidate existing postsecondary career pathways and develop new ones in key industries, so that students can have the opportunity to earn state-

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accredited certificates of technical, associate-level or advanced skills across a wide range of industries and occupations.

To do this, the School-to-Career Advisory Council will recommend guidelines and standards for certification in programs offered by community colleges and other postsecondary institutions. This new infrastructure of certification will establish the educational pathways for students to go beyond entry-level employment and achieve postsecondary certificates and degrees that are practical, portable and attainable. By articulating this more advanced level of certification with lower level certifications, students will have clear paths to advancement in a wide variety of high-skill careers. California will develop certification procedures commensurate with this structure.

The mastery of foundation skills will be demonstrated by students at about the tenth grade level and will be based on a state certification process. The state may delegate the responsibility for award of this certificate to local school boards. Because this certificate must be consistent in every area of the state, this new level of assessment and certification is properly a state role.

Award of Career Entry certificates at the completion of a School-to-Career program will occur at the local level, through the local partnerships or one of the partner agencies. During the implementation grant period, the state will work with local

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partnerships to ensure comparability in the certificates local partner agencies issue.

Award of the Advanced Certificates and Degrees will continue to be the responsibility of postsecondary institutions. These Advanced Certificates and Degrees will be based on industry standards recommended by the School-to-Career Advisory Council to the higher education governing bodies.

Development of this complex new structure for assessing and certifying students' attainment of different levels of skill and knowledge requires incorporating standards from many diverse industries, developing program majors and career pathways that lead to high-skill, high-wage employment, or further education, or both, and articulating these with university degree programs. In addition, California must ensure that state and local development and implementation are coordinated, and that California's developing structure is coordinated with federal skill standards and certification work and products. This will require an extensive and flexible plan. Development, maintenance and adjustment of a plan adequate to effectively manage this long-term, massive process is essential.

The development process is significant not only for its scale and importance as an administrative tool, however; it is the method by which political and policy consensus will be maintained in a very controversial component of the statewide comprehensive School-

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to-Career system. At the high conceptual level described in the California Plan and this grant application, there is statewide consensus on the need for and design of this new structure. Even at this level, however, consensus is not unanimity. Refinement of these concepts into specific elements and a detailed operational design must be done systematically, with extensive public participation at both the state and local levels. Every organization, institution, interest group, governing and advisory body must be assured of every opportunity to participate in every facet of this new system and to have appropriate opportunities to participate in every key decision. Only in this way can political and policy consensus be maintained and broad-based public support continue. Therefore, agreement on a plan is the first and most critical task in the development of this new structure. California's intention is to complete a detailed statewide plan and schedule for development and implementation of this new structure by July 1, 1996.

This is not temporizing, nor is it undue caution. Development and statewide implementation of a new statewide structure is an immensely complicated undertaking which will require strong, active support from hundreds of elected officials, state and local governing bodies, the education segments, thousands of classroom practitioners, and thousands of employers. It can be done, but it must be done systematically, through an inclusive process leading to consensus at each step.

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This is not a plan to plan. Local partnerships will proceed to develop their standards and certification structures integral to development of their comprehensive local School-to-Career systems. These local structures of standards and certification are an important empirical foundation for the statewide structure. State work to support local development, create models, and coordinate with federal work will proceed. The development of the plan for this certification structure will not be at the expense of ongoing work. It will, however, be developed with care.

II. Commitment of Employers and Other Interested Parties

A. Active Involvement of Parties

California has been successful in obtaining the support and participation of representatives of the parties who are affected by, and will be responsible for, implementing California's School-to-Career system. California's approach to preparation of the State Plan and this grant application has been inclusive: within the limits of time and personnel, extensive efforts were made to involve representatives of all stakeholder groups. The advisory bodies used (and will continue to be used) to extend this participation include:

- The ad-hoc committee which prepared California's Development Grant application. This included representatives of the California Business Roundtable, the Industry Education Council of California (IECC), the

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educational segments and a wide range of state agencies.

- The Governor's School-to-Career Task Force, which has representatives of both chambers and parties of the Legislature, large and small medium-sized businesses, labor organizations, parents, policy leaders of all segments of education, advocates for special-needs populations, the Job Training Partnership Act system, economic development, and teacher practitioners.
- The Resource Group, which includes 140 representatives of statewide and local public and private sector groups and organizations with direct interest in California's School-to-Career system.
- The Work Teams made up of expert local practitioners representing the educational segments, workforce and economic development, and the private sector and labor.
- The mailing list, which now includes more than 7,000 names.

Close cooperation with key statewide organizations. California from the outset has recognized that close cooperation with these groups is invaluable to the development of California's statewide comprehensive School-to-Career system, not only because these groups represent interests which must support School-to-Career if it is to succeed, but also because these groups have statewide networks which provide important avenues of communication to

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key participants at the local level. The Interagency Partners and their staff have worked closely with the leadership of these groups, in numerous meetings and discussions, by providing many copies of key documents, and by responding to their questions and concerns. A partial list of these groups is included in Appendix _____.

In order to increase awareness of, and promote support for, School-to-Career, the Interagency Partners and their staff made presentations at dozens of state and local conferences and meetings. Participation in local meetings has been particularly important. In many areas, schools, county superintendents' offices, community colleges or other key partners in School-to-Career planning, convened community meetings, as the first step in local planning and developing partnerships. Obtaining the active involvement of interested parties represents an investment of time for the Interagency Partners. This is a clear measure of the importance California gives to a truly inclusive process, and its success in developing a statewide consensus.

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B. Demonstration of a Strategy for Continued Commitment of all Parties

California's strategy for continued commitment is straightforward; it will continue and enhance essentially the same structure and processes used successfully to date. The future School-to-Career Advisory Council,

its four standing committees, and the interagency management plan are designed to further the commitment of key stakeholder groups.

The participation of California's School-to-Career leadership in Jobs for the Future's consortium of states will continue to be an important source of information regarding national developments and other states' successful approaches to obtaining broad-based commitment for School-to-Career systems.

C. Private Sector Participation in Oversight of Governance

As discussed in the preceding paragraphs, the private sector has been represented in every aspect of California's School-to-Career initiative. This will continue. There will be strong private sector representation on the School-to-Career Advisory Council and committees, in particular the Committee on Business and Labor Participation. The California competitive grant process also will require evidence of strong private sector participation in all local partnerships.

D. State Strategies for Employer Participation

At issue is not California's intent to ensure that employers and labor are driving forces in creating a statewide comprehensive School-to-Career system--California's commitment to that objective is clear. The question of how to accomplish this is more difficult. This is not a uniquely California concern; the national School-to-Work initiative is premised on developing a far stronger relationship between education and industry

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than ever has existed in the United States. California's methods to create this relationship include:

- Ensuring extensive employer and labor participation in the state and local organizations responsible for implementing School-to-Career, as described above.
- Establishing the statewide committee on Employer and Labor Participation, to ensure that California employers and labor organizations participate in the design and implementation of California's School-to-Career system.

A first responsibility of this Committee is to develop a set of incentives for employer participation. These may include:

- Urging the Governor and other prominent elected officials to launch a public campaign to recruit employer participation, emphasizing direct benefits for participating employers.
- Developing materials and technical assistance at the state level to be available to employers to demonstrate why and how they can participate.
- Adopting state policy, and encouraging local policies, directed to making available very substantial numbers of paid and unpaid training worksites for young people, including government agencies and private nonprofit organizations.

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- Providing support to existing business intermediaries, e.g., Chambers of Commerce and trade associations, to assist them in organizing local employer participation.
- Providing financial incentives to employers to reduce their participation costs.
- Providing non-financial incentives which encourage employers' participation.

A similar range of activities will be designed to increase labor participation:

- Encouraging local partnerships to offer training which will prepare youth for early entrance into traditional apprenticeship programs.
- Encouraging labor participation in the design and development of California's School-to-Career system, including skills standards, worksite mentoring, career major and career pathways.
- Encouraging the existing registered apprenticeship community to participate in the design of apprenticeship-like programs for youth ages 16-21.
- Working closely with organized labor in the public sector, to include government agencies and private non-profit organizations as sites for workplace learning.

The Interagency Partners will continue to expand employer and labor participation through meetings with state

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employer and labor organizations will continue to develop plans to inform their local counterparts of School-to-Career, and will develop plans to assist these statewide organizations to expand employer and labor participation in local partnerships.

III. Participation of all Students

A. State Strategies

California has made an explicit commitment to a comprehensive statewide School-to-Career system which serves every student. This has been emphasized in every document, every School-to-Career Task Force meeting, every public and private discussion, and is stated without qualification in the California Plan. In order to meet this extremely ambitious goal, California will use the following basic strategies:

- Giving this goal the highest priority in selecting local partnerships for School-to-Career grants.
- Giving this goal highest priority in providing assistance in supporting local partnerships.
- Identifying state barriers to achieving this goal, whether in law, regulation, administrative practice, or allocation priorities for funds, in order to remove these barriers as quickly as possible.

  Requiring local partnerships' application proposals to describe their plans to leverage the use of Improving

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America's Schools Act funds and other funds to ensure the participation of all students.

- Expanding "second chance" opportunities for out-of-school youth and adults by encouraging inclusion of Job Training Partnership Act youth programs and appropriate adult education programs in local School-to-Career systems.
- Ensuring the participation of state and local organizations which serve students with barriers to education in the design and development of California's School-to-Career system.
- Expanding public information directed to parents and other groups regarding the inclusive nature of California's School-to-Career system.

B. Identification of Barriers and Methods to Overcome Them

- In general, California has grouped the barriers to participation in its statewide School-to-Career system into four categories: students and parents' misperception that California's School-to-Career system will "track" students in ways that prevent or delay their participation in higher education; barriers to participation by students with disabilities; other barriers to participation, including social, economic, linguistic, and cultural barriers; and instructional strategies which do not address students' diverse learning styles. These last two groups encompass many students

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who are at risk of dropping out of school or do not learn to the level of their abilities.

Overcoming these different types of barriers requires very different strategies as described in III.A. above. The critical point in responding to this issue is that California is well aware of these barriers, and will develop effective and timely responses at both the state and local levels.

C. Goals and Methods for Assisting Young Women

Through School-to-Career implementation, California intends to target assistance to all young women to help them become economically self-sufficient, thereby preventing their dependence on governmental assistance. In particular, the state will assist young women who are receiving welfare benefits to leave the system for jobs that will enable them to care for themselves and their families.

To accomplish these goals, the State will build on the existing extensive statewide sex equity system that has developed and evolved over the years since passage of the initial Carl D. Perkins Vocational Education Act of 1984. This system involves participation of secondary and postsecondary educators in every part of the state who have been trained in providing awareness of high-wage occupations, with special focus on nontraditional occupations and programs for females that increase their achievement in the mathematics and science skills that may be preventing them from entering technology occupations.

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The current system also targets assistance to teen parents by helping them to enroll in vocational education programs that lead to employment and by providing trained personnel to assist adult single parents, displaced homemakers, and single pregnant women to leave the welfare system and to prepare themselves for employment in high-wage occupations. This system also includes a number of projects, funded primarily through the Perkins Act, the Job Training Partnership Act, that provide support and training for young women who are seeking entry into nontraditional and high-wage occupations.

California intends to use the following methods to assist young women:

- Improve collaboration between local educational agencies, community-based organizations, state agencies, and service providers by utilizing the intersegmental statewide gender equity advisory committee (a committee of the California Department of Education and the Chancellor's Office of the California Community Colleges) as a clearinghouse to lessen duplication of services and effort. Currently, over 150 community-based organizations are participating with secondary educators alone to help prepare young women to make successful transitions from school to employment.
- Promote awareness of and respect for cultural and ethnic diversity, and build awareness of nontraditional occupations, through a series of statewide career conferences targeted to specific ethnic populations. California is the most diverse state in the nation, and this state has paid close attention to the needs of cultural groups

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who have different views of the "proper" role of women and work. Information on these career guidance conferences will be disseminated in Spanish, Vietnamese, Cambodian, and Hmong languages, as well as in English. Mentors from each student's own ethnic background, and the use of nationally known state-prepared career guidance materials for young women in specific ethnic populations will be encouraged in local programs.

- Expand a statewide data bank listing of female- and minority-owned businesses in California. These are individuals who have demonstrated a willingness to participate in school-to-career activities, including serving as worksite mentors and introducing female students to entrepreneurship opportunities.
- Provide information to School-to-Career partnerships on new and emerging occupations, or occupations that are projected to be in demand in the next five years and in which women have been traditionally underrepresented. These efforts will be patterned after two successful current programs, such as the Environmental Technician and the Willa Brown Aviation projects, which are training women for higher-paying jobs in nontraditional, but growing, occupational fields.
- Target young girls who live in public housing units for career guidance, personal mentors, and workplace experiences. These young women are most at risk of becoming welfare recipients.
- Include units in staff development programs that focus on developing positive attitudes about young women, encouraging educators, employment specialists, business and labor, and others to recognize and utilize the talents of women as needed

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and productive workers to help.make California globally competitive. Many such staff development units are already available for use.

- Disseminate information about the Serve Library, which loans media throughout the state on nontraditional occupations, as well as programs targeted to young women, teen parents, and older adult women.
- Expand existing gender equity programs and services to middle schools, particularly in career guidance and counseling about careers that lead to self-sufficiency and availability of career pathway programs that include nontraditional occupations for women, such as tech prep and partnership academies.
- Disseminate materials to welfare recipients and others on the availability of vocational programs through the state's "Two Years and You're In" campaign.
- Encourage local partnerships to include at least one member who brings knowledge of and experience in gender equity issues and programs in order to assure that the needs of women are met in School-to-Career activities that are implemented locally.

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D. Strategies for Serving Rural Communities with Low Population Densities

California has adopted several strategies in the California Plan to ensure participation in California's School-to-Career system by rural communities with low population densities.

- The method for state School-to-Career grants to local partnerships, ensures funding to at least one local partnership in each geographical region of the state, including rural regions, beginning with the first year of implementation.
- The use of technical assistance contracts and capacity-building grants will ensure that additional resources are focused on the special needs of rural areas.
- Participation of representatives from rural areas on state School-to-Career organizations, particularly the state School-to-Career Advisory Council and its committees, will provide a direct voice for rural interests.

California's competitive grant process will ensure that the diseconomies of scale in serving rural areas do not preclude rural areas from participating in a truly statewide, comprehensive School-to-Career system.

E. Ensuring a Safe and Healthy Environment for All Students

California's statewide, comprehensive School-to-Career system will observe all relevant federal and state labor and occupational health laws. This is a comprehensive commitment; California has some of the strictest labor and occupational health and safety laws in the nation.

The guarantee that this will be the case is the open, inclusive governance, management, and public participation which will be used to

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implement California's School-to-Career system. The participation, at every level, of organized labor and other employee organizations, parents and teachers is the best assurance that these laws will be observed and, if necessary, thoughtfully amended. The committee on Employer and Labor Participation will address this issue.

F. Strategies and Programs Serving Dropouts and Students with Disabilities

The discussion of this subject in Sections III.A. and III.B. above describe the basic strategies to be used. Some programs which include funds which may be used to implement these strategies include:

- Programs under the Improving America's Schools Act, including compensatory education programs which serve economically disadvantaged students and students with other barriers to learning, children of migrant farmworkers, Native Americans and other special groups, and related state laws and programs.
- Programs under the Individuals with Disabilities Act, the Americans with Disabilities Act, and related state laws and programs.
- Adult education programs which are integral to the initial K-14 focus of the State Plan, such as programs for drop-outs (continuation schools and independent study programs, for example), and special education programs.

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At the state level, the School-to-Career Advisory Council will engage the California Department of Rehabilitation and other state human service agencies in developing policies to integrate these programs and funds into the School-to-Career system. At the local level, the competitive process for selecting local partnerships will require plans describing how these programs and funds will be incorporated in local School-to-Career systems.

IV. Stimulating and Supporting Effective Local School-to-Career Systems

A. State Support for the Formation of Local Partnerships and Systems in all Parts of the State

California's strategies include:

- Extensive public information regarding the role of local partnerships.
- Technical assistance to local areas in forming and sustaining effective local partnerships.
- Clear definition of expectations for local partnership membership.
- The use of a competitive process to fund implementation grants to local areas to maintain rigorous standards for local partnerships.

The membership of local partnerships was one of the most discussed issues during the development of the California Plan.

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California's requirements for local partnerships are consistent with the requirements of the School-to-Work Opportunities Act, but in addition, encourage local partnerships to be broadly inclusive. California will give special consideration in granting implementation funds to local areas for inclusive partnerships. This action places the authority and responsibility for formation of effective partnerships at the local level, with strong state guidance and incentives. This is consistent with California's overall approach to system implementation.

- Evaluation of local efforts. California will emphasize evaluations of local partnerships to ensure inclusive representation, clearly defined and appropriate responsibilities among the partners, effective participation by all partners (including commitment of resources), and the ability to implement sound programs and systemic change consistent with work plans and schedule. The evaluation will assist local partnerships in identifying areas that need strengthening.

State support for effective local School-to-Career partnerships also is addressed in the following sections:

- Ensuring that all regions, including rural regions participate (covered in Section III).
- Provision of comprehensive technical assistance through all methods, including technical assistance contracts and capacity building grants (covered in Section I.B. 1, 2, 3).

- Participation of local representatives of diverse regions of the state in state governance and local School-to-Career partnerships (covered in Section III.D.)

B. and E. Local Labor Market Needs and Identifying Critical and Emerging Industries and Occupation Clusters

These two aspects of California's statewide system are addressed through two major program initiatives: the California Cooperative Occupational Information System (CCOIS), and the inclusion of economic planning in School-to-Career systems.

Local labor market information and the California Cooperative Occupation Information System (CCOIS). California's development of a statewide School-to-Career system will be facilitated by the nation's most comprehensive and accessible Labor Market Information (LMI) system. California's LMI system already serves many programs and agencies; it will become an important connection among schools and colleges, job training providers, economic development agencies, students, and job seekers.

California's Employment Development Department (EDD) provides a wide range of labor market information, at both the state and local (labor market area) levels. This information is designed for program planning, counseling and job search. It includes specific information about industry and occupation growth and decline, economic and demographic data

and projections, and information about education and training sources and enrollments.

California's basic labor market information has been enhanced and will be further expanded by several important developments:

- The California Cooperative Occupational Information System. This system uses local employer surveys to obtain current, accurate, specific information, including wages, salaries, benefits, education, training and skill requirements, employers' hiring and wage criteria, working conditions, and career paths, for a wide range of jobs. This system, which is in effect now in 24 areas of the State and covers about 80 percent of the population and labor force, will be expanded to statewide coverage by July of 1996. It already contains information on more than 1,000 occupations.

- Electronic access to information. The EDD has rights to the Employment Research and Information Supply System (ERISS). This is an inexpensive, user-friendly electronic occupational information system which contains all of the national state and local occupational information available to the public.

- America's Labor Market Information System. The EDD is preparing a grant proposal for federal funding, as part of the

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development of one-stop services for job seekers, to provide the additional information, such as job orders and program performance data, and the expanded electronic access needed to make this system operational in California.

California recognizes the need for increased access to labor market information that supports its School-to-Career system. The State will provide technical assistance to local partnerships in using this information. Access to current labor market information in the schools is critical to planning effective career pathways and counseling and guidance programs.

Importance of economic development in the statewide School-to-Career system. California's statewide system will integrate economic development activities and labor market information to help local partnerships select industries and occupations which will offer future high-skill, high-wage jobs and career opportunities. California's labor market information will focus on identifying the growth industries and occupations which economic development efforts will create in local areas.

California also recognizes that many areas do not have, and in the near future will not have, the industries and occupations to provide all students with the opportunities they seek. Therefore, the state will ensure that local partnerships receive the most current labor market information for other regions of the state, the state as a whole, and the nation.

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C. State Strategies for Building the Capacity of Local Partnerships

California's strategies for developing the capacity of local partnerships are essentially the same as those for developing local partnerships. These are:

- Extensive public information regarding all aspects of comprehensive local School-to-Career systems.
- Technical assistance to local partnerships in designing and implementing systems.
- Clearly defined state expectations for local partnerships and systems.
- The use of a competitive process for implementation grants to local areas to maintain rigorous standards for local partnerships and systems.
- Evaluations of local partnerships and systems to develop programs for system improvement.

State support for effective local School-to-Career systems is addressed in the following sections:

- Ensuring that all regions, including rural regions, participate (covered in Sections III).
- Provision of comprehensive technical assistance including technical assistance contracts and capacity-building grants (covered in Sections I.B.).

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- Participation of local representatives of diverse regions of the state in state level governance and advisory bodies (covered in Sections III.D.).

D. State Assistance to Local Partnerships

California will provide a variety of technical assistance to local partnerships, building on the extensive foundation of promising instructional practices already underway. Proposed strategies for this assistance include the following (many of which are discussed in greater detail in Section I.A. of this application):

- Developing model curricula and innovative instructional methodologies. California will promote and expand the development of model curricula that integrate academic and vocational education and that link school-based and work-based learning. Among efforts already underway in the state are: two national grants on academic and vocational integration; a rapidly growing Tech Prep program that links and articulates specific career pathway programs in all 106 of the state's community colleges with more than 400 of the state's 814 high schools; some 50 Partnership Academy programs that provide at-risk and other students with integrated and interdisciplinary instruction organized around their career interests; the community classroom and cooperative education methodologies utilized by the state's 72 Regional

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Occupational Centers/Programs to directly link students' instruction with related worksite learning experiences; and ten Youth Apprenticeship pilots that both integrate academic and vocational curricula and provide extensive paid worksite experiences in specific industries and occupations.

- Expanding and improving career and academic counseling services. California recognizes that a planned and comprehensive program to provide students with information needed to support their educational and career interests and choices must begin in the elementary and middle grades. Thus, the State Board of Education has authorized the development of a K-12 School-to-Career Curriculum Framework to join the state's nationally recognized academic curriculum frameworks. Additionally, California's School-to-Career Plan makes a strong commitment to develop a comprehensive career guidance and counseling program for all students, beginning no later than grade 7.
- Assistance in the use of technology-based instructional techniques.

California's School-to-Career system will emphasize two aspects of technology in education. The first is the importance of bringing more technology, especially computers and telecommunications, into California classrooms. The second is the recognition that the worksite education called for in the California Plan offers a great potential for

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access by students to the latest technology in industry and business. These uses of this technology will:

- Provide preservice and inservice training for teachers and other practitioners in the use of technology-based techniques.
- Coordinate state and federal efforts in developing education technology and integrating it into educational processes and School-to-Career systems.
- Encourage local partnerships to make effective use of current and appropriate technology through the competitive grant process.
- Stimulate private sector investment in education technology.

There are a number of organizations, both public agencies and private sector firms, which support these expanded uses of technology in education.

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V. Resources

California's approach to financing a revised state education system based on School-to-Career concepts recognizes that federal School-to-Work funds are both limited and temporary and that the new system must, for the most part, not only be initially supported by, but also--and more importantly--ultimately sustained by, existing funding streams. Indeed, one of the principal assumptions underlying systemic change is that the new system must be both

more effective and more efficient; thus, California views the development of a School-to-Career system as an integral part of the larger issue of education financing.

A. Amount and Variety of Other Federal, State and Local Resources which California will Commit to Implementing its statewide School-to-Career System

California has a wide array of School-to-Career programs and resources already in place. These include approximately $10.8 million annually expended from the Carl D. Perkins Vocational and Applied Technology Education Act to develop and implement Tech Prep programs in every community college and in more than half of the state's 814 high schools. Additionally, the 1994-1996 State Plan for use of the Perkins Act funds (approximately $115 million annually), is directed by three statewide priorities that guide all expenditures from this Act in California. These priorities, provide focused and significant resources to support the state's emerging School-to-Career system, by including the integration and sequencing of academic and vocational education curricula, curriculum and program strategies reflecting workplace needs, and instructional and support services responsive to the needs of special student populations.

Other state-level funds that directly support School-to-Career are the Job Training Partnership Act Education Coordination funds. State priorities for the use of these funds have just been established and approved by California's State Job Training Coordinating Council, making $1.5 million

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available over two years to support a range of School-to-Career proposals.

California plans to address the issue of resources needed to support and sustain its School-to-Career system through a process that begins with the identification of all existing funds, which are presently administered through a variety of education, job training and employment, and supportive service initiatives. Using the broadest definition of programs relevant to a statewide School-to-Career system, a comprehensive, annotated list of existing funds will be developed and disseminated to the School-to-Career Advisory Council, state and local agencies, and local partnerships.

At the state level, an examination will be made of the listed funds in relation to their use to support systemic education change. The state plans that guide and/or prescribe the use of these funds include the Perkins Plan, Improving America's School Act, Governor's Coordination and Special Services Plan, and Goals 2000. The School-to-Career Advisory Council will make recommendations, in collaboration with the existing oversight and advisory bodies responsible for these programs, to the Governor, the Legislature, state agencies, and the education governing bodies, on priorities for the coordinated, consistent, and appropriate use of these funds to support the systemic education changes needed to effect a statewide School-to-Career system.

At the local level, local partnerships which apply for School-to-Career implementation grants will be required to describe how their current

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funds and programs will be incorporated into their local system development. They also will be required to document how they will utilize these various sources of existing funds at the local level to support systemic change through implementation of a School-to-Career system. Additionally, the local implementation grant process will require partnerships to identify the amount and describe the extent of private sector resources contributed by participants in their local partnerships towards School-to-Career system implementation. Partnerships will be required to demonstrate that sufficient funds have been identified to support the work in their proposals and that the system can be sustained subsequent to the expiration of federal implementation funds.

B. Feasibility and Effectiveness of California's Long-Term Strategy to Maintain the Statewide System

As in other states, education funding in California is a vastly complex and politically sensitive issue. Therefore, any discussion of redirection of funds to support comprehensive education reform, including the systemic changes inherent under School-to-Career, must be thoughtful, deliberate, and public and result in both incremental and long-term progress.

Initially, the primary means to achieve the economies needed to finance the development and implementation of new School-to-Career system components (such as integrated curricula, counseling and guidance programs, and technical support to local partnerships) while attaining new educational goals will be accomplished through the more focused

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use of existing funds from the state's currently fragmented and often narrowly defined structure of state and federal categorical programs.

Throughout the implementation period, the School-to-Career Advisory Council will monitor the state's use of its various state and federal resources available to support School-to-Career, including a review of current planning cycles and processes, the potential use of waivers, and policy incentives. The School-to-Career Advisory Council will make recommendations to the Governor, the Legislature, state agencies and governing boards regarding ways to leverage and redirect funds in order to sustain a statewide School-to-Career system.

California believes the fiscal strategies described above are feasible because:

- They do not place additional fiscal burdens on state and local governments.
- The objective is to reduce financial burdens by focusing system design on increased efficiency and effectiveness.
- The state's economic, social and political situations are addressed realistically.
- The responsibility for effective use of limited resources is shared appropriately between the state and local partnerships and the public and private sectors.
- The School-to-Career implementation grant is clearly understood to be a temporary resource specifically for systemic change.

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- Systems evaluations, student assessment and fiscal oversight will, in the longer term, permit measures of cost-effectiveness to be developed.
- Responsibility and authority for use of resources are aligned at both the state and local levels.

C. Limits on State Administrative Costs

The state will spend no more than 10 percent of the annual implementation grant for state administrative costs. The remainder will be granted to local partnerships on a competitive basis for implementation of comprehensive local School-to-Career systems, technical assistance contracts, capacity-building projects, and other forms of technical assistance, consistent with the provisions specified in P.L. 103-239 (the School-to-Work Opportunities Act).

VI. Management Plan

A. Adequacy of the State's Management Structure

California has a complex structure of governing boards and advisory bodies responsible for public and private education and job training. No single body is constituted to provide the scope of governance authority needed for implementation of California's School-to-Career system. Governance of the educational segments is shared among several bodies; the employment and training programs also have a complex

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structure. Many state agencies have key roles in the School-to-Career system. Implementation of the system requires formal collaboration, and a mechanism to achieve consensus-based policy recommendations.

Therefore, the Governor will appoint a high-level advisory body, the School-to-Career Advisory Council, ensuring representation from the key interests involved in California's School-to-Career system, including, but not limited to, nominees submitted by the State Superintendent of Public Instruction, the Chancellor of the California Community Colleges, the University of California and the California State University systems, and other interested parties, as the basis for the State's collaboration. This body will make policy recommendations to the Governor, the Legislature, the education and training governing bodies, and other interested parties. The Governor's existing School-to-Career Task Force has served in these capacities during the development of this grant application. Similar representation will be needed to help guide implementation. However, the form and functions of the Advisory Council will be reviewed during the first two years of the implementation process so that it will remain consistent with the state's preferred structure for governance and administration.

California also recognizes the fundamental need for coordination among education and employment and training initiatives under any governance structure. Therefore, the Advisory Council will make recommendations to the Governor, the Legislature, the State Superintendent of Public Instruction, the Chancellor of the California Community Colleges, other governance and advisory bodies and interested parties, regarding

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improved state-level coordination of related education initiatives. The Advisory Council will coordinate its recommendations with the governance and advisory bodies responsible for workforce development programs, and will ensure better coordination at the local level by requiring local partnerships to offer clear evidence of strong local coordination, including the use of existing funds, in their applications for School-to-Career subgrants.

There also must be an administrative unit, based on collaboration among the key partners involved in the School-to-Career system, to provide management direction and staff support. This unit must manage the implementation process, in coordination with other changes in education systems and structure, and function as staff to the Advisory Council.

The Advisory Council will ensure broad-based discussion and collaboration during the implementation process. As part of this process, the Advisory Council will form four statewide Committees to assist in resolution of complex, long-term issues:

- Education Issues and Practices
- Student Assessment and Certification
- Employer and Labor Involvement
- System Evaluation and Accountability

The structure and functions of the committees will be reviewed periodically during the implementation period. The committees will include highly-qualified subject matter experts and representatives of key interests.

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These committees will ensure both the technical quality and consensus of support necessary to accomplish the tasks, and recommend resolution of the issues in their respective areas of responsibility.

The structure which California establishes for the first year of implementation will be reviewed and modified as needed. There are a number of issues which cannot be resolved at this time, such as the long-term relationship between the School-to-Career advisory body and the Goals 2000 State Panel which will be jointly appointed by the Governor and the State Superintendent of Public Instruction to direct implementation of the Goals 2000 legislation. All other related efforts should be recognized as complementary to the statewide effort. Other issues of governance and management of education and workforce development programs will inevitably arise as California undertakes systemic, structural changes in these systems, and the structure for the School-to-Career system will remain responsive to these issues.

B. Identifying and Addressing Barriers to Implementation

California has grouped barriers to implementation into four general categories, each of which will be addressed by appropriate methods. These categories are not entirely separable, but each category includes closely related specific barriers which can be addressed through common methods. The categories and responses are:

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- Institutional barriers. These include the fragmentation of education (and employment and training) programs, delivery systems, and funds among many narrowly defined organizational units; overlapping and sometimes conflicting responsibilities and authorities, the lack of effective coordination methods, parallel governance structures, and the division of workforce development responsibilities among many elected and appointed officials. These are common to all state governments and are the results of the hierarchical structures, balances of power and stringent controls that are characteristic of federal, state, and local government. California's methods to address these barriers are:

  - A School-to-Career structure (the Advisory Council, statewide and ad hoc committees, and collaborative management) which brings all responsible parties together to share responsibility for California's statewide School-to-Career system.
  - Respect for the legal authorities and responsibilities of governing bodies and administrative agencies.
  - A collaborative management structure which demands coordination and cooperation among and within administrative agencies.
  - An open School-to-Career process which ensures public awareness of the actions taken by the responsible partners and creates a high level of accountability to the public for joint success.

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- Agreement on specific methods and processes for collaboration; where necessary, these agreements will be in writing.
- Use of independent evaluations which will identify structural barriers which are impeding progress.

- The scale and complexity of systems. It should be noted again that California's size, diversity and history of rapid growth and social and economic change constitute very real barriers. Several methods will continue to be used to address these barriers:

  - Appropriate state and local roles. The state's role emphasizes establishing a framework, setting standards, measuring progress, and developing only those system components which are clearly required at the state level for a comprehensive statewide system. This leaves responsibility for local system design and virtually all system operations to local partnerships, providing them with the flexibility to deal with California's otherwise unmanageable diversity.
  - A systematic approach to implementation, addressing each issue and each system component with carefully designed steps, including the steps needed to ensure consensus and broad-based support. Barriers of the scale and difficulty found in California generally must be resolved incrementally, with constant assessment of

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progress, anticipation of new barriers and the flexibility to take advantage of opportunities.

- Continuous sharing of successful methods among local partnerships and between these partnerships and the state. This sharing reduces duplication of efforts and accelerates progress; more importantly, it provides the ongoing assurances that barriers are being resolved.
- Participation of statewide organizations. California's School-to-Career initiative provides a strong role for statewide organizations, including professional, parent, business, and labor organizations. These constitute a collective network for sharing information, building consensus, evaluating progress, and anticipating issues.

- Categorical funds. There are inherent barriers to new and flexible uses of resources; not all of these can be removed through waivers and legislation. In general, the categorical strictures on funds are intended to ensure services to specific groups or categories of people. The entities established to administer these funds tend to develop feelings of ownership over the resources and responsibility to their defined groups. California will address this barrier by:

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- Ensuring that these groups and administrative entities are involved in the design and operation of the state and local School-to-Career systems.
- Including them in the collaborative process described above.
- Ensuring that groups for which these funds are intended continue to receive the appropriate services.
- Whenever possible, incorporating these funds into larger School-to-Career systems through operational realignments, collaboration and coordination, rather than by redirecting funds through different organizations.
- Maintaining organizational consistency between governance responsibility and authority and fiscal responsibility and authority.
- Maintaining open, broadly participatory processes to establish consensus on larger School-to-Career system goals and methods.
- Resistance to change. The deep structural changes proposed through implementation of a statewide School-to-Career system will affect millions of individuals, including many state and local professional staff who will need to develop or learn new ways to work; employers, supervisors and line employees who will take on new responsibilities; parents who will become more directly involved in education; and students who will encounter new educational

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expectations. The inevitable individual resistance to change will be addressed through:

- Participation in designing the future.
- Shared information to reduce uncertainty.
- Technical assistance to support the use of team-based methods such as Total Quality Management.
- Use of proven change-management programs and techniques.
- Mentoring by individuals in organizations which have successfully implemented change.
- Independent evaluations to identify specific barriers to change within individual organizations, and assistance in developing the means to remove the barriers.
- State recognition of successful local implementation efforts.

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C. Feasible, Measurable School-to-Career System Goals and Effective Information Systems

California's state School-to-Career Plan requires a performance-based system. California's plan for the development of effective information systems and feasible measurable goals for its statewide School-to-Career system is based on the incomplete infrastructure now in place. The present information systems in employment, training and education

programs vary greatly in the quality and completeness of data; statewide performance standards remain to be established for many programs; data and information often are not comparable and cannot be shared among or compared between programs. These realities are not unique to California, except in the magnitude of the systems.

In view of this, California will take the following steps to create the necessary information systems and develop measurable School-to-Career goals:

- Establish statewide committees on Student and Assessment and Certification, and System Evaluation and Accountability to assist the School-to-Career Advisory Council in developing recommendations on information systems and performance goals.
- Coordinate the development of School-to-Career information systems and performance goals with those being developed for other workforce development programs. This coordination will emphasize the development of common or comparable data elements and definitions, shared or compatible data systems, joint development plans and joint projects.
- Study and report on information systems components and performance goals used in other states which have high potential for use in California.

D. A Regularly Scheduled System for Improving the Statewide School-to-Career System

In order to ensure the continuous improvement of the statewide School-to-Career system during implementation, California will:

- Assess the statewide needs for technical assistance and set priorities for the state technical assistance plan.
- Provide technical assistance to state School-to-Career management and staff and local partnerships in team-based management, continuous quality improvement, and customer service methods.
- Require local partnerships which submit proposals for School-to-Career implementation grants to set specific objectives and describe the methods they will use to ensure that annual evaluations of progress are performed and provided to the state School-to-Career management and Advisory Council.
- Monitor local partnerships which receive implementation grants, to identify and resolve barriers, and identify best practices.
- Conduct an annual statewide evaluation of progress.
- Report annually to the Governor, the Legislature, the educational governing bodies and other interested parties on California's progress in implementing its state School-to-Career system.

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E. Feasible Workplan with Major Planned Objectives

Feasible, measurable objectives can only be based on what can be known. Implementation of California's statewide School-to-Career system is an extremely complex process which will be affected by many factors, some of which cannot be anticipated. Long-term objectives, therefore, can be stated only in broad terms. Specific objectives can established in the short term, consistent with California's systematic, step-by-step approach. Moreover, many of the goals set for the early stages of implementation will be process goals. California will address the issue of feasible, measurable goals and effective information systems by setting process-based short-term goals, including:

- Establishing the State School-to-Career Advisory Council, within one month after notification of funding.
- Establishing a collaborative management structure and the four statewide Committees within three months after notification of funding.
- Administering a sound competitive selection process and awarding an implementation grant to at least one local partnership in each of the twelve geographic regions of the state by no later than four months after notification of funding.
- Developing a statewide technical assistance program by no later than six months after notification of funding.

- Establishing, in collaboration with the State Board of Education and the State Superintendent of Public Instruction, a plan and schedule, to develop a Certificate for Foundation Skills by no later than 18 months after notification of funding.
- Awarding an implementation grant to at least one local partnership in each of the twelve economic regions of the state in the first year of implementation.
- Completing an independent evaluation of the first year of state implementation by no later than 15 months after notification of funding.
- Ensuring that objectives, a specific work plan and a detailed schedule are established for each subsequent year by no later than the end of the preceding year.

California also has established the following long-term objectives:

- Within the five year implementation period, legislation will be enacted to provide the policy framework for California's School-to-Career system.
- By no later than four years after notification of funding, every school and college district shall submit to the state a plan for bringing its School-to-Career system to scale.
- By no later than five years after notification of funding, have the statewide School-to-Career system implemented in every California school and college.

VII.

A. Concurrence by the State Partners

Statements of support will be obtained during the 30-day review period.

B. State Partners' Concurrence Supported by the Commitment of Time and Resources

California's state-level administrative share of the state implementation grant will never exceed 10 percent. This amount will not support the state-level effort necessary to implement this massive and comprehensive change in educational systems. California's development grant has been divided about equally between personnel costs and non-personnel costs, principally for Task Force and other public meetings, travel, publications, video cassettes and other information materials.

Based on California's experience during the development grant period, it is clear that statewide implementation will require staff far in excess of the state's administrative share of the implementation grant. California will continue to make the commitment of staff and other resources necessary to implement the statewide system.

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VIII.

(A&B) Paid, High-Quality Work-Based Learning Experiences

California is committed to high-quality work-based learning experiences for the largest possible number of students in all regions of the state. This commitment is represented throughout the California School-to-Career Plan and this implementation grant application; no element of the California Plan or statewide implementation process is inconsistent with this objective; indeed, every component supports it.

California also is committed to the maximum number of paid high quality work-based learning experiences possible. This commitment will be effected through the competitive award of implementation grants to local partnerships, which will be required to set specific goals for high quality work-based learning experience, paid and unpaid, to show how they will meet these goals, and to report on accomplishments through state technical assistance to local partnerships to help them implement this component of local School-to-Career systems; through the work of the School-to-Career Advisory Council's statewide committee on Employer and Labor Participation, which will develop methods to expand employer participation and increase the opportunities for high quality work-based learning experience; and through the support of statewide business and labor organizations.

However, two facts mitigate against setting specific statewide goals at this time:

- Work-based learning experiences as a regular part of students' instructional programs are not now widespread in California (or other states). California's statewide School-to-Career system depends on many employers entering into a new relationship with the schools. There is no base of experience from which to project statewide goals. These projections can be done only after at least two years of experience in implementing local School-to-Career systems.
- California has not yet recovered from its longest and most severe recession since the Second World War, a recession based on a deep economic restructuring, the long-term effects of which are not yet fully known. Between June, 1990 and June 1993, California lost about 500,000 jobs. Only about half of these jobs have been recovered, and many of these are not high-skill, high-wage jobs. The current economic environment is not conducive to the private sector quickly developing hundreds of thousands of high-quality paid worksite learning opportunities.

California is in complete support of the objective; it is too soon to set specific goals.

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IX. Proposed Budget

California's proposed budget is based on the following assumptions:

- The five-year implementation grant will be sufficient to fund 88 local partnerships, including at least one in each region of the state.
- The amounts of the annual state implementation grants received from the federal initiative will be in the following proportions: year 1, $1x; year 2, $2x; year 3, $1.5x; year 4, $1x; year 5, $.5x.
- California will administer a competitive process to select local partnerships during each of the first three years of the five-year implementation grant period. Phase I and Phase II local partnerships may qualify for second, third, and fourth-year funds. Phase III partnerships may qualify for three years of funding.
- A model of a five-year expenditure plan is included.
- The law permits implementation grants to local partnerships to be used only for implementation of comprehensive local systems.
- The difference between the allowable state share in the first and second years (30% and 20%) will be used for state administration (10%), with the remainder to be used for technical assistance and capacity-building.
- The funding model addresses only the grants to local partnerships, and is represented in line 6, "Contractual", in

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the attached federal budget summary. The state administrative and technical assistance budgets have not yet been developed.

The charts on the next three pages detail one potential model for subgrant funding and the proposed geographical areas for funding.

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FUNDING MODEL SUMMARY

The following chart summarizes how this model funding would distribute funds to local partnerships.

	Year 1	Year 2	Year 3	Year 4	Year 5
$ Available to LPs	$14,000,000	$32,000,000	$27,000,000	$18,000,000	$9,000,000
Phase I					
Distribution	$X	$X	$.75X	$.5X	
# Grants	40	40	40	40	0
Value	$14,000,000	$14,000,000	$10,500,000	$ 7,000,000	0
Balance	0	$18,000,000	$16,500,000	$11,000,000	$9,000,000
Phase II					
Distribution	0	$X	$X	$.75X	$.5X
Balance		$18,000,000	$16,500,000	$11,000,000	$9,000,000
# Grants		40	40	40	40
Value		$14,000,000	$14,000,000	$10,500,000	$7,000,000
Balance		$ 4,000,000 ↘**	$ 2,500,000	$ 500,000	$2,000,000
Phase III					
Distribution	0	0	$X	$X	$X
Balance			$2,500,000	$ 500,000	$2,000,000
Carry Over			$4,000,000	$3,700,000	$1,400,000
Total			$6,500,000	$4,200,000	$3,400,000
# Grants			8	8	8
Value			$2,800,000	$2,800,000	$2,800,000
Balance			$3,700,000 ↗**	$1,400,000 ↗**	$ 600,000
Total Grants	40	80	88	88	48

**↗ denotes carry over of funds to next year

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School-to-Career Potential Funding Model

This funding model for distribution of grants to local partnerships is based on the following assumptions:

Assumptions

- The State will follow the federal distribution guidelines of 70% of the funds to local partnerships in year one, 80% to local partnerships in year two, and 90 % in year three and subsequent years. The State intends to carry over some funds designated for the local partnerships from one year to the next for distribution in subsequent years in order to even out the flow of federal funds to the local partnerships.

- State and local funding will be distributed as follows:

Year	State Receives	Available to Local Partnerships	Distributed to Local Partnerships	Carry Over for Subsequent Years
1	$20,000,000	$14,000,000	$14,000,000	0
2	$40,000,000	$32,000,000	$28,000,000	$4,000,000
3	$30,000,000	$31,000,000	$27,300,000	$3,700,000
4	$20,000,000	$21,700,000	$20,300,000	$1,400,000
5	$10,000,000	$10,400,000	$ 9,800,000	$ 600,000 (balance)

- Initial subgrants to local partnerships will average $350,000, with the grants ranging from $100,000 to $1,000,000 allowing, in the second year when the State receives the largest distribution from the federal grant, the following number and dollar value of grants:

Number of Grants	Initial Dollar Value
4	$1,000,000
6	$ 800,000
6	$ 600,000
14	$ 400,000
16	$ 300,000
18	$ 200,000
16	$ 100,000
Total 80	

- Phase I and Phase II local partnerships will be funded in decreasing amounts receiving X in year one, X in year two,.75 X in year three and .5 X in year four. Phase III partnerships will be funded the same amount for each of three years.

- The average **total amount** Phase I and II local partnerships will receive for the four year period is $1,137,000. The average **total amount** Phase III local partnerships will receive over the three year period is $1,050,000.

- There will be a balance of funds in year five that could be used to supplement any of the local partnerships.

Proposed Areas for
School-to-Career Funding

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